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ABSTRACT

This document provides a transcript of the proceedings of a hearing to discuss issues related to the future of Project Head Start. The document includes the prepared statements and testimony of several United States Senators and child care experts, including Senators Nancy Kassebaum, Edward Kennedy, and Dave Durenberger; Marilyn Thomas, president of Miami Valley Child Development Centers, Inc.; Delores Baynes, former Head Start parent and social services worker; Anne Doerr, Head Start center director; Joseph Mottola, Acting Commissioner of the Administration for Children, Youth, and Families; Edward Zigler, professor of psychology and director of the Yale Bush Center in Child Development and Social Policy; Sarah Greene, chief executive officer of the National Head Start Association; Lisbeth Schorr, director of the Harvard Project on Effective Services; and Curtis Weeden, vice president for corporate contributions at Johnson and Johnson. Topics discussed included improvements needed in Head Start, program quality, program expansion, and the impact of the Head Start Expansion and Improvement Act of 1990. Additional materials include a needs assessment of a business and management training program for Head Start directors, and a report on a management fellows program for Head Start directors, both prepared for the Johnson and Johnson company. (MM)

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NEW CHALLENGES FOR HEAD START

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HEARING

BEFORE THE

SUBCOMMITTEE ON
CHILDREN, FAMILY, DRUGS AND ALCOHOLISM
OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

ON

EXAMINING PROPOSED AUTHORIZATIONS FOR THE HEAD START PRO-
GRAM, AND TO EXAMINE THE IMPACT OF THE HEAD START EXPAN-
SION AND IMPROVEMENT ACT OF 1990

JULY 22, 1993

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NEW CHALLENGES FOR HEAD START

THURSDAY, JULY 22, 1993

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND
ALCOHOLISM, OF THE COMMITTEE ON LABOR AND HUMAN
RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:09 a.m., in room SD-430, Dirksen Senate Office Building, Senator Christopher J. Dodd (chairman of the subcommittee) presiding.

Present: Senators Dodd, Wellstone, and Kassebaum.

OPENING STATEMENT OF SENATOR DODD

Senator DODD. The subcommittee will come to order.

This morning, we meet to conduct a hearing entitled, "New Challenges for Head Start." Let me begin by welcoming all of our guests here this morning, including our panelists and other interested parties.

Our topic today is one that people often do not associate with a powerful legislative body like the U.S. Senate, and I say that with some degree of facetiousness, but it is nonetheless true. We are not here to talk about the conduct of foreign policy, which is a subject one normally associates with the Senate or the management of our multitrillion-dollar economy, or the deployment of weapons systems.

We are here to talk about kids, a topic that I would suggest is among the most important that we as elected representatives should consider.

I firmly believe that there is no better measure of a society than the treatment it accords its most vulnerable citizens, those who do not have a voice in the process, those who do not make political contributions, those who do not write letters to their Senators or lobby. Hubert Humphrey once said that politics could best be judged by those who care about those who are in the dawn of life, the dusk of life, and the shadows of life. And certainly, when we talk about children, we are talking about those in the dawn of life.

Over the years, Head Start has been a key component of our efforts to assist our Nation's underprivileged children. It is a program very near and dear to the heart of this Senator, and I know the chairman of the committee, Senator Kennedy, who will be joining us, I hope, later this morning, cares deeply about this program, as does my colleague from Minnesota, Senator Wellstone—in fact, I would go so far as to say that every member of this committee

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cares about Head Start and cares about what this program does and the children that it reaches.

The idea of Head Start is very simple, as it was 29 years ago when it was created. It seeks to guarantee that all of our children enter school ready to learn. Once there, we hope that they will be able to keep up with their peers and perform just as well.

The embodiment of academic standards is, of course, the dreaded report card, which we can all remember very vividly. I think it might be helpful if we turn the tables for a moment, and let's pretend that we are the ones being judged and graded, and that our judges are the youngest and most vulnerable citizens that we are talking about here this morning, the ones that Head Start was created to help. How would our report card look?

Overall, this Senator believes that our performance would be a bit of a disappointment, to put it mildly. We would undoubtedly receive an "A" for effort, and I think rightfully so. Our intentions over the last 3 decades had been good. This was certainly true 29 years ago tomorrow, in fact, when the Senate voted to create Head Start on June 23, 1964. And I'm sure my friend Dr. Zigler will remember that day very, very vividly, since he was so much involved in the creation of Head Start.

Even today, when the Senate discusses Head Start, Senator after Senator, from both parties, will take the floor to sing the program's praises. And that is great; we appreciate that. We would receive high marks for good intentions, but as we all remember from our school days, good intentions are not enough.

How might we be graded on making Head Start accessible to all who need it? There is a simple numerical answer to this question. As recently as 1990, only one-third of poor children receive any kind of preschool education. I, of course, never received a mark so low during my school days, but like all of you, I know that a grade of 33 percent represents an "F."

Our final grade, on the quality of Head Start, is harder to determine. We have certainly made progress in this area as we work to upgrade facilities and teacher salaries and support services. But much remains to be done, obviously, as we will hear and see today.

Head Start commands great loyalty and support from its staff, from members of Congress, and from those who have participated in it—and rightfully so. For the vision of Head Start is a powerful one—that our children should enter school ready to learn; that their parents should be encouraged to participate in their children's development and supported in seeking their own empowerment; that children and parents are a family and should be addressed as such by social programs. We must reaffirm that this vision is still valid today and thus that the core of Head Start remains strong.

Unquestionably, the need for Head Start remains great. Today, I am releasing a study by the General Accounting Office. The report shows that while the total number of 3- and 4-year-olds increased by 16 percent in the eighties, the number of 3- and 4-year-olds living in poverty grew by an astounding 28 percent at the same time.

These children have more characteristics that place them at risk. They are more likely to be immigrants, or live in homes where little English is spoken, or live in single-parent families. To have par-

ents with less than a high school education is also commonplace in these numbers.

But even with this growing need, in 1990 only a little more than a third of poor children participated in any kind of preschool, contrasted with more than 60 percent participation for upper-income children. As the GAO points out, this does not bode well for meeting the President's first education goal of sending every child to school ready to learn.

Therefore, I want to reiterate the goal articulated in the last reauthorization and taken up by the President—that someday every eligible child will have an opportunity to participate in Head Start.

But at the same time we must ensure that the opportunity is a meaningful one, not just a name. It has to be meaningful. During the 1980's spending per child declined by 13 percent. The emphasis was on serving more children, not on how well they were served.

New critics whisper that the program is not sound, that the taxpayers are being shortchanged, that the program does children no good at all. One of my goals for this reauthorization cycle is to take a calm, rational look at the program's quality needs.

Let me read a quote: "There is nothing magical in the words 'Head Start' alone. If the Head Start program is high quality, with well-trained and adequately-paid staff, low staff-child ratios, good facilities, and a full range of services, it works. If these ingredients are not present—if we skimp on services, if we overburden and underpay our staff—then it will not." This is not a passage from some recent treatise on Head Start quality. It is a quote from my opening statement at the 1990 hearing on Head Start reauthorization.

The point that I am trying to make is that we have been trying to address quality issues for some time—not just lately, with some study that has come out. Moreover, these issues were originally raised to us by the Head Start community itself, I might point out. During the 1990 reauthorization, quality improvement was given equal weight, I might point out, with the goal of expansion during those hearings and in that legislation. That legislation set aside funds specifically to address the quality needs of local programs.

Since 1990, \$370 million has been pumped specifically into quality improvement, along with substantial funds for training. As we will hear now, some programs use those funds to improve services. Expenditures per child are now about \$1,000 higher than they were in 1990, but in constant dollars, we are just bringing them back to the 1980 level. We have made a good start, but much remains to be done.

So today, we will also hear of facilities in need of repair or replacement; of staff whose important work is still grossly undervalued; of programs unable to muster the social services resources to meet the needs of families with ever-increasing problems.

We cannot transport children in creaky old school buses. Neither can we move them toward the challenges they will face in the next century with programs sometimes held together only by the sheer devotion and willpower of staff and parents.

Some of the new challenges for Head Start are posed by the differing needs of the families the program services. Head Start can provide great leadership in exploring how we can best address

these needs. For example, working parents need full-day, full-year services, something which the Head Start Act clearly allows but has not always been encouraged.

We now know that intervention with vulnerable children should begin as early as possible. And some of our witnesses here today, including my friend from the Bush Center, have spoken about that for a lifetime. The earlier you can intervene, the better off you will be. Head Start can be a laboratory for developing new ways to serve infants and toddlers and their parents. Entering elementary school can be a dash of cold water for low-income families used to the supportive atmosphere of Head Start. We must encourage the transfer of Head Start philosophy to the early grades.

I suggest that we have before us a golden opportunity to reaffirm and renew the vision of Head Start. We can develop a strong, comprehensive strategy to meet the quality needs of Head Start programs head-on.

So, while some have seen the recent news and information and criticism as sort of a dark cloud, I look at it differently. Certainly, there is nothing wrong with being criticized. People on this side of the dais are used to it every, single day. But good, constructive criticism—how can we make this better, how can we pull it together, how can we make it serve the needs of children who deserve and need this program—that ought to be our common goal as we strive through this cycle of reauthorization.

So with that in mind, I welcome the interest and concern of those such as my colleague from Kansas, who has just arrived and who has spoken out on quality on numerous occasions, and I hope that we will all be able to work with Senator Kennedy and myself and others, with the administration, to give the program the resources it needs to become even stronger.

Today's hearing, which I view as the opening of the reauthorization cycle, is the beginning of what I hope will be a bipartisan, constructive effort to take this 29-year-old program and make it even better than one ever might have imagined.

With that, let me turn to my colleague, Senator Kassebaum from Kansas, and then I will turn to Senator Wellstone.

OPENING STATEMENT OF SENATOR KASSEBAUM

Senator KASSEBAUM. I'll be very brief. I just want to express my appreciation to Senator Dodd, who has had a key interest in all of the work of this subcommittee of families and children.

I am very interested in this hearing. There will be some wonderful witnesses testifying, and I think they will speak very strongly to the importance of the children program.

I apologize because I am going to have to leave in a few minutes because the national service bill is on the floor.

Senator DODD. They don't have any amendments that I disagree with, I hope.

Senator KASSEBAUM. No, of course not. I have already done my work, and didn't win all that much support.

But I do want to say that I have been a long-time supporter of Head Start programs. I think we have some outstanding ones in Kansas. But I also believe that with the significant expansion in funds, which I think we would all support, that we need to put

some things in place that will help not only some of the programs that may need some additional support as they are expanding and those that are just getting started.

President Clinton has wanted to seek a budget for Head Start that would fund every eligible child to be served. There has been a 127 percent increase in the past 5 years, and as Senator Dodd pointed out, we have had to make up for some past years when there has not been the funding to match the needs.

But with the growing awareness—and many of you have spoken to it here with great eloquence—over the years of the importance of early education, I think the country has come to realize that.

I introduced in March a bill called the Head Start Quality Improvement Act, and the focuses in that bill were, first, to establish general performance measures for all Head Start grantees. And I think many of you who know the programs far better than I know that some have greater strength than others, so it is really an effort to help those who perhaps have not achieved as much as they can or would like to.

The second focus was to strengthen program accountability mechanisms, training, and technical assistance support systems for Head Start; third, provide for more effective enforcement of the Head Start policies and instill more competition into the program; fourth, expand the current Head Start transition project. This is something that I feel strongly about. As we have watched children who have been a part of Head Start, but have not had the follow-through support system as they enter kindergarten and first and I would argue maybe even second grade, that there would be those who would know that better and I. And fifth, assist families entering or reentering the work force.

That is the thrust of my legislation, and I only regret that I cannot be here for any length of time, Mr. Chairman, to hear some whose advice I value a great deal and many of you who know far more about the subject than I do.

Thank you so much.

[The prepared statement of Senator Kassebaum follows:]

PREPARED STATEMENT OF SENATOR KASSEBAUM

I want to thank Senator Dodd for agreeing to hold this important hearing to discuss the Head Start program. I believe that as Head Start embarks on a period of tremendous growth, it is important to give as much attention to improving the quality of Head Start programs as we do to expanding the program. I want to express my appreciation to each of today's witnesses for taking the time to appear before the subcommittee and share their experiences and ideas about the Head Start program.

The Clinton administration has proposed to increase dramatically the budget of Head Start so that every eligible child will be served. Proposals have been put forth to expand the program in a variety of ways: by providing full-day, full-year care; by including children aged 3, 4, and 5 who are not in kindergarten as eligible children; and including services to infants and toddlers from birth to three years of age in some Head Start services.

The fiscal year 1993 appropriations for the Head Start program total \$2.8 billion. This represents a 207 percent increase in funding

since the 1983 level of \$912 million. In the past five years alone, funding for Head Start has increased 127 percent. According to "A Vision of Change for America," President Clinton is proposing to expand Head Start funding to a level of \$8 billion in 1998, \$5 billion over the current funding level.

The substantial increases in Head Start funding over the past 10 years, combined with dramatic increases that are being proposed for the future, raise serious questions about the ability of the Head Start program to absorb the funds efficiently. Additionally, recent reports by the inspector general of the Department of Health and Human Services have raised questions about the quality of many individual local programs.

I have been a longstanding supporter of the Head Start program, and on March 30 I introduced the "Head Start Quality Improvement Act of 1993," S. 670. This bill will put into place key legislative provisions aimed at building on the success of the Head Start program—by connecting the rapid increase in future funding with measures designed to upgrade the quality of all Head Start grantees. The Head Start Quality Improvement Act uses a five-part approach to:

1. Establish general performance measures for all Head Start grantees.
2. Strengthen program accountability mechanisms, training, and technical assistance support systems for Head Start.
3. Provide for more effective enforcement of Head Start policies and instill more competition into the program.
4. Expand the current Head Start Transition Project.
5. Assist families entering or reentering the work force.

As the Head Start program begins a period of unprecedented expansion in services and funding, there is a need to make some constructive amendments to ensure that this opportunity to provide quality services to low-income children and their families is not lost.

I have been a longstanding supporter of the Head Start program. However, I believe program expansion and increased funding are of limited value, unless steps are taken to improve the quality of the services that are being provided—quantity with quality.

Senator DODD. Thank you very much, Senator Kassebaum. I know you have staff here, and we know these things happen. Senator Kassebaum is responsible for managing part of the national service legislation. It certainly was not our intent to schedule these things simultaneously, and we know of your deep interest and concern about this program. So we'll see to it that any questions you might have for witnesses may be submitted, and we'll ask our witnesses to respond to them as promptly as possible to make that part of the record as well.

Senator Wellstone.

OPENING STATEMENT OF SENATOR WELLSTONE

Senator WELLSTONE. Thank you, Mr. Chairman.

Before the hearing, I was trying to personally apologize to the different panelists because I also have to be on the floor at least for this one amendment coming up for part of the debate, but I hope to be able to come back to the hearing.

First, I would thank you, Senator Dodd, for your commitment to Head Start and, for that matter, to children. This committee is the committee for me which is the "heart and soul" committee. There are many issues that I am interested in—I am interested in the world, and I think all of us are—but issues that deal with children are for me, as a former teacher and for all sorts of other reasons, heart and soul to me.

I will be very, very brief. I am very interested in the testimony, of course, dealing with quality issues, and my history with Head Start goes back to the very beginning in terms of working with some Head Start programs, and I think that the focus on quality makes a great deal of sense.

One of the issues that we ought to look at is the salaries of the men and women who are involved in this work. As a college teacher, it would break my heart when I would meet with students who would say to me, "Paul, no offense, but we don't really want to be college professors. We would rather work with children at a very young age, be it Head Start or be it in child care." But then you look at the salaries and lack of fringe benefits, and the work, and it's like we say we care so my about children, but we don't back that up with resources.

My second point is—and it is going to be my last point, I promise everyone—is that I don't need to be persuaded about the evidence—I think it is irrefutable and irreducible—about the need to make a commitment at these ages. I think the world with all of it unnamed magic is before children at this age and earlier, and I think this is the time where the last thing we want to do as a country is pour cold water on that spark; but all too often, that's exactly what we do. And Head Start is an alternative to that for many young children. Much of what happens at home is critically important, and much of what happens at school afterward is critically important.

My only point is that these hearings are taking place the right time, and I hope—and I am just speaking for myself and only for myself—that these hearings will be a part of really beginning to send a very, very strong message to all concerned that this whole agenda of race, gender, poverty, families, children, violence—all of which unfortunately is very interrelated—cannot be put in parentheses, it cannot be put in categories, and it can't be put off any longer.

And when I look at the budgets, I think it is being put off, and it is our job to thrust it forward and make it a real important part of the agenda of this country. And you have been the leader of that. You have been the voice for that. So I think we have our work cut out for us, but we have got to do it, we simply have to.

Thank you.

Senator DODD. Thank you very much, Paul.

Let me also point out that Senator Kennedy is managing the national service bill, and he is also involved in the confirmation hearings of Judge Ginsburg in the Judiciary Committee. There are so many things happening at once, and his intention is to get over here if he can, but you'll all understand if he is unable to be here, and we'll include his full statement in the record and that of Senator Durenberger also.

[The prepared statements of Senators Kennedy and Durenberger follow:]

PREPARED STATEMENT OF SENATOR KENNEDY

I am pleased once again to take up a topic that is at the top of the priorities of the Committee on Labor and Human Resources—Project Head Start. I know that each and every Member of this Committee shares the belief that children are America's future. And our capacity to support and empower poor children and their families will stand as a measure of our success as a society—and a reflection of our priorities as a country.

Head Start is one of the nation's premier social programs—a long-term experiment that—and the key to a better and brighter future for millions of American children and families.

For nearly 30 years, the program has been providing low-income children and their families with a start toward a better life—and millions more await that opportunity.

In 1990, it was Governor Bill Clinton who convinced the Nation's Governors and President Bush to declare as our #1 education goal that by the year 2000 all American children would enter school "ready to learn".

If we fail to intervene early, we may never regain the ground lost, or reach the rest of our education goals. A high quality Head Start experience for all eligible children became a cornerstone of that commitment. And in 1993, President Clinton put forward a budget proposal designed to change children's lives for the better.

Low-income children and families today face enormous challenges, denied opportunity, struggling to survive in neighborhoods plagued by violence and drugs. According to the GAO report released today, the number of preschool children living in poverty continues to rise, while their access to necessary services fails farther behind.

Head Start alone will not eliminate poverty in America. But it is making a significant difference. We will hear again today how the program is helping families to cope and children to succeed. Children are entering school ready to learn. Today's testimony affirms that we can no longer ignore the benefit of decades of valuable experience and limit the futures of millions more children.

While the price of success is high—the cost of failure is far higher—a price our country can not afford.

If we are serious about children and our national education goals, it is time to put our resources and attention where our rhetoric has been—in Head Start. That is what President Clinton is committed to do—and that is what this Committee is committed to do.

President Clinton understands, as we do, that program quality must never be sacrificed for program expansion. These goals are related and must move forward together. This is a point affirmed again and again by Dr. Zigler—who I am pleased to see come before us today.

He is often called the "Father of Head Start"—and we are certainly grateful for his excellent counsel and his constant vigilance of this cherished national resource.

During the decade of the 1980's, while poverty, homelessness, substance abuse, AIDS and family violence were on the rise, the previous administration gradually eroded the program's quality and effectiveness in an effort to serve more for less. In the Head Start Reauthorization of 1990, we reversed that dangerous trend and began to invest more in each child and to intensify the direct services available to families in need.

I look forward to building on this policy in partnership with the new Administration when we launch our 1994 Head Start reauthorization process this fall.

I commend Secretary Shalala for her long term commitment to this program and for establishing a broad-based advisory committee charged with exploring the range of important issues involved in expanding program enrollment and enhancing program quality. We look forward to actively participating in these efforts, and to incorporating the results of this process into our legislative efforts.

As always, we have much to learn. I am pleased to see Lisbeth Schorr here this morning. She is the director of the Harvard Project on Effective Services—and has been tireless in her efforts to remind us that success is "Within Our Reach," if we begin to build public policy around what we know works.

I share her belief in providing early, comprehensive and family-oriented programs—and in serving at-risk children even before they reach traditional Head Start age. I am committed to including in our Head Start reauthorization an expanded program for infants, toddlers and their parents and I look forward to working with her in that effort.

The President knows that America does not have a single child to waste. Each and every eligible child needs and deserves a high quality Head Start experience, and we look forward to working closely with the Administration to accomplish this goal. It is the best possible investment we can make in America's future.

PREPARED STATEMENT OF SENATOR DURENBERGER

Mr. Chairman, let me first say how much I appreciate your leadership in beginning what I trust will be a long and fruitful process of evaluation of how best to building on the strong past record of the Head Start program. There are truly "new challenges facing Head Start" which I would prefer to turn into positive opportunities.

I also know that several of us on our side—especially the ranking members of the full committee and of this subcommittee—stand ready to do whatever we can to make this a productive and bipartisan undertaking.

As you know, Mr. Chairman, a number of long-time supporters of Head Start have now stated publicly that they believe this type of review should be done as we continue to significantly increase Head Start funding.

I personally view this as an excellent opportunity to address quality issues at the same time we increase the number of children served.

I also believe we must make sure that the infrastructure under Head Start—including facilities, administration, transportation, etc.—keep up with the growing size of the program.

And, I believe it's critical that we consider the relationship between Head Start and related federal child care programs, income support programs for families, and other school readiness initiatives run by Federal, State, and local education agencies.

At least some of these programs come under the jurisdiction of the Finance Committee, an added reason for my Interest In the review we are initiating with today's hearing.

Mr. President, I approach this opportunity as a long-time supporter of the Head Start program.

During its last reauthorization, I was a co-sponsor, conferee and strong proponent of the changes we made in the Head Start law, including increased authorized funding levels designed to "fully fund" this important program.

In the past, I've also communicated my strong support for substantial increases in annual appropriations for Head Start—through my votes and in letters and other communication with the Senate Labor/HHS Appropriations Subcommittee.

And, I supported a sense of the Senate amendment—again expressing support for full-funding of Head Start—that was added to the FY 1994 Budget Resolution earlier this year.

While I have been a strong supporter in the past, Mr. Chairman, I also agree with a growing number of Head Start proponents who are calling for a fundamental review of this Important program prior to approving significant additional increases in spending.

In particular, Mr. Chairman, I feel it's essential that we revisit what we mean by "full funding" of Head Start as we consider proposals to increase Head Start appropriations levels.

In the past, with appropriations levels for Head Start lagging far behind authorized funding levels, this hasn't been such an important issue.

The needs have been so great—and the numbers of children served so far below the number of children eligible—that we needed to place highest priority on what one might call the "quantitative aspects of full funding."

Mr. Chairman, I believe we are now entering a new era during which we must give more focus to quality and outcomes in programs like Head Start . . . and a new era during which we must ensure that all programs serving children and families are more responsive to the interests of both those we intend to benefit, and those who pay the bills.

The issue, in other words, is not whether we continue to increase funding for Head Start, but how and when. And, as we do that, we must make sure that we get the maximum benefit for the children and families that Head Start has traditionally served.

I haven't yet assembled a comprehensive list of all the questions we need to ask, Mr. Chairman. But, I have made a commitment to do that in consultation with Head Start leaders and other advocates for families and children both nationally and in Minnesota. And, I have started making my list.

Among the questions I would like to see explored are:

—Whether additional resources in Head Start should be directed only to meeting numerical targets or also to improving quality.

—How quality and outcomes in Head Start can and should be measured and whether and how quality and outcomes should be tied to funding.

—Whether the part-day, part-week, part-year model under which Head Start was founded is now relevant in an era of increased need for full-day supervision and care for children of low income parents who are working outside the home or in school or job training programs.

—How funding for families eligible for Head Start and Federal and State child care assistance can be better integrated—for example, to provide Head Start services in child care settings and child care services at Head Start centers.

—How closer links can be established between Head Start and elementary school programs—without losing the separate identity and organizational autonomy of Head Start.

—At what pace the numbers of children in Head Start can grow relative to its “infrastructure” including availability of licensable facilities and recruitment and training of personnel.

—Whether changes in the Head Start formula—between and within States—should be made to more closely reflect actual geographic differences in need and levels of eligible children being served.

—How States and local communities could be given additional incentives to provide supplementary funding for Head Start programs—again, without losing the separate identity and organizational autonomy of Head Start.

Again, Mr. Chairman, this is not intended to be an exhaustive list of questions that need to be addressed as we put real meaning behind the concept of “full funding” for Head Start.

But, I do believe we owe the children and families of this country an in-depth debate on these and other issues as we continue to increase overall funding for this vital national program.

I want to commend you for your leadership in taking this task on . . . and I look forward to being a positive and constructive participant as we go forward from here.

Senator DODD. I also want to thank Diane Schilder and Bea Berman of the General Accounting Office for their work in producing the report that I have referenced in my opening comments, and we'll make that available to all of you here today. They did a very fine job.

I am going to operate this clock, and it is not to be necessarily followed religiously, but just as a guide for you. We will try to limit remarks to about 5 or 6 minutes apiece because we have a lot of panelists. All of your full statements will be included in the record. When that red light goes on, just use it as an effort to try to wrap up if you can.

With that, let me invite our first panel to come forward. Marilyn Thomas is from Dayton, OH, where she is president and chief executive officer of Miami Valley Child Development Centers. She oversees services to 1,600 Head Start children in three counties and has worked with Head Start since 1970, so she brings a wealth of experience, almost a quarter of a century of experience, and we thank her immensely for joining us here today.

Delores Baynes is a former Head Start parent who is now a social service worker in Head Start programs in my birthplace of Willimantic, CT, where I was born in Windham Hospital long before you ever thought about arriving, I might add, Delores. She will tell us about the program staff who encouraged her to volunteer, and how she then became an employed staff member, changing her life in the process. Delores works with Jean Bell, by the way, who is president of the Connecticut Head Start Association and has been a tremendous source of information for this Senator and for my staff as well.

And finally, Anne Doerr, who is director of the Lycoming-Clinton Head Start Program in Williamsport, PA, a position she has held for 11 years. She is now in her second term as president of the Pennsylvania Head Start Association and also brings to that experience, obviously, a great deal of information and valued insight as to how we might deal with some of the issues that have been raised.

So I thank all three of you for joining us here today, and again, all of your statements, supporting data and information that you think would be valuable for the committee to have as it begins its reauthorization cycle will be included in the record.

Let's begin with you, Marilyn. We'd be glad to accept your testimony.

STATEMENTS OF MARILYN THOMAS, PRESIDENT AND CEO, MIAMI VALLEY CHILD DEVELOPMENT CENTERS, INC., DAYTON, OH; DELORES BAYNES, FORMER HEAD START PARENT AND SOCIAL SERVICES WORKER, WILLIMANTIC, CT, AND ANNE B. DOERR, DIRECTOR, LYCOMING-CLINTON COUNTIES HEAD START, WILLIAMSPORT, PA

Ms. THOMAS. Thank you.

Senator Dodd, you and Senator Kassebaum and Senator Wellstone have really hit on many of the major issues that are of concern with regard to Head Start programming. When Senator Kassebaum talked about quality improvement legislation and the dollars that are being pumped into programs, I think that while on the one side, we look at the fact that this is providing a vehicle for Head Start programs to make many improvements and really keep our heads above water, so to speak, in terms of management and staffing and all those issues. But I think that on the other hand, when we think about issues that have been raised about program operations that are critical, we have to really look at the fact of how long have those quality improvement moneys been available to us, and what has been the very significant period of expansion that we have experienced without the benefit of those quality dollars.

So I think that it is very important that any failure of Head Start programs to really meet all the requirements has to be looked at in appropriate perspective. We have been asked to expand at a very, very significant rate without all the support that was really needed, and as we have done so, there have been some concerns and issues that have not been managed as efficiently as they should have.

Now that we have put measures in place, corrective action, I sincerely believe that programs are better run and better managed, and we are able to employ better qualified staff.

When I think about shortcomings, I am reminded about the auditor coming to visit me about a year ago. My program was not at full enrollment, and of course, I was really sweating because we had received the funding, and we were experiencing some significant problems with getting the facility licensed. I happened to have a social service coordinator who was telling me about how there were no children born that year, and her staff could not find the children, and I began to look carefully at her management capabilities and how well she was following through on suggestions that were being made, and working very closely with her supervisor. And as time went on, we began to realize how time-consuming it is to coach and nurture staff who may not have the skills that are necessary to meet some new and very demanding challenges. And while you want to help people grow and develop and step up to certain kinds of challenges, I think that sometimes you have to also do an honest assessment of is this what this person really wants to do; every time we talked about expansion, her attitude was, "Oh, no, not more expansion," rather than this is a great opportunity to help additional people.

So sometimes, we have to come to the realization that growth, expansion and change in Head Start may not be the cup of tea for everyone, and people have to do some serious self-assessment and make a determination that this is not a good match, and she might be happier working somewhere else.

We did finally come to that conclusion; however, we did spend a lot of time and energy trying to help this person grow with the demands of the program. We got a new person in who is absolutely dynamite, and I am happy to say that as of May, we are looking at having reached almost full enrollment.

So we believe that the children are out there. We believe that we have to have capable staff—we have to find them, we have to put them in place, and we have to nurture them.

One of the great significant things for me about Head Start is the whole idea of nurturing. I believe that we all need to be nurtured. Most people think about Head Start as a program that nurtures children, and we certainly do that in center-based programs and in home-based programs. But the additional people who need to be nurtured are the parents of those children, because if they are not nurtured, then how effective are they going to be at nurturing their children? In addition to that, the staff who work with the families and children need to be nurtured.

So there needs to be a lot of support given, and Head Start staff are very often in place and in a key position to provide that support.

I would like to share with you the fact that the Ford Foundation funded a grant to the Dayton Foundation in Dayton, OH to do a self-sufficiency project. They identified low-income individuals and followed their decisionmaking and certain behaviors over a period of 5 years. I had an opportunity to talk with the evaluator of that program, and one of the things that she found out was that the people who made the most dramatic changes in their lives, made

solid decisions about careers to pursue or move into the educational arena coincidentally happened to be enrolled in Head Start programs. And she began to ask them questions about why it was that they decided to make this decision, enroll in the community college, or something of that nature, and she came to find out that it was because of the close relationship with the Head Start staff that they had been working with, who helped them think through the decisions, plan them accurately, and then move into some activities that turned out to be very successful for them.

Head Start provides individual attention not only to children but also to parents. We have the benefit of having reasonably low adult-child ratios or staff-family ratios, and we hope to even improve on them. But it is because of this that families, parents and children do not feel anonymous; they feel like real people; they develop relationships with people who care about their welfare and who are willing to give the time and energy and have real concern for what is happening with that family.

In Head Start each year, we do family needs assessments. Families are provided with an opportunity to discuss situations that are going on within that family, set goals, develop an action plan and then begin to carry that plan out. And it is because Head Start staff are there to facilitate, support, and help families move forward.

The red light went off; does that mean my time is up?

Senator DODD. Is there anything else you wanted to add to that?

Ms. THOMAS. When I think about the opportunity to provide training to parents, I am reminded of a parent in our program who came out of a workshop saying, you know, that workshop leader was talking about discipline and how we handle our children, and she said, I have always believed that when my children misbehave, I need to just give them some whacks and spank them; that's the way I was raised, and I turned out pretty much okay.

And this trainer suggested that during the period of slavery, slave owners beat their slaves. And the suggestion to this parent that as she was whipping her child, she was treating her child as a slave sort of set off a light in her head and made her much more receptive to some alternative strategies about managing children's behavior, redirecting children to different activities, and ways of more appropriate child development strategies.

So the ability to impart information in a nonthreatening atmosphere is a real asset in the Head Start program. I hope that people are aware that a strong emphasis is placed on parent development, and much of this happens through training, workshops, conferences, seminars, speakers coming in, and a variety of training activities for parents.

When parents come into a nonthreatening situation with individuals that they know and trust and have developed a personal relationship, when information is shared, there is a great opportunity for that information to be sincerely received and then acted upon.

So while institutions of higher learning are thought to be the real educators in the world, I would have to say that because of the situations that are very often created in Head Start programs, we have an opportunity to impart information that, believe it or not, many parents just don't know about, have not been able to take ad-

vantage of, and therefore they find themselves in the situations that they are in.

It is amazing how many people don't know how to find their way to the health department to get their children's immunizations. It is amazing that people who have no high school diplomas and cannot get meaningful employment don't know how to access the services of adult basic education, where to go to sign up to take the test, how to get into study programs. And if in fact they don't pass all the sections of that test, most of them do not have a support person saying, "That's okay; we'll figure out a way to focus on this section, and you can go back and try it again." Most Head Start programs have realized great success in helping parents get GEDs. Without that, they are really stuck in a rut.

We think about improving the quality of life for children, but we must also think about improving the quality of life for the family. And that means helping people move into self-sufficiency.

[The prepared statement of Ms. Thomas follows:]

PREPARED STATEMENT OF MARILYN THOMAS

IMPROVEMENT NEEDED IN THE HEAD START PROGRAM

PROGRAM NEEDS

Quality Improvements

- competitive salaries and benefits
- adequate staff: numbers of Family Service Workers so that case loads are realistic and manageable,
- sufficient variety of staff: to cover the following functions: marketing, public relations, facility management, resource development, human resource management, capable managers, supervisors clerical, fiscal and transportation staff.

Flexibility

- income eligibility: the working poor have shown initiative, are desperate for child care.
- age eligibility: we need to serve children 0 to 5 years old.

Facilities

- availability has diminished
- renovation/purchasing costs are high
- financing is challenging
- know how is needed in managing large facilities.

Program Goals

- need to reevaluate and update
- need to be reflective of families today
- may need to focus on moving families toward self sufficiency, away from dependency
- programs must be designed to facilitate these activities.

Family Needs

- to get organized (physical environment)
- to resolve conflict and learn, use and model mediation skills
- develop and strengthen positive and meaningful relationships
- establish appropriate family environment that is conducive to nurturing children
- pursue personal development activities
- seek gratifications that are likely to have a positive impact on the family
- decent housing in nonviolent settings, marketable skills leading to jobs paying living wages

Children Needs

- parents as role models to help them learn; grow and achieve
- the ability to control behavior
- to learn nonviolent mediation skills
- to actively participate in the learning process
- to take responsibility in learning activities, setting goals carrying them out and evaluating outcomes, working independently and in groups, assuming leadership and following directions

—to experience many successes

Staff Needs

- competitive compensation
- training, observation, feedback
- quality standards that are measurable and constantly monitored
- decent working conditions
- recognition for accomplishments
- flexibility to be creative, authority to solve problems and accountability for outcomes
- to see the big picture, share the vision and see how they fit in
- to be heard, respected and treated kindly
- to respect enrollees (children and parents), understand their challenges and recognize their role as facilitator
- be open for collaboration with others, both in and out of the agency

Our Struggles

- to juggle a thousand priorities at one time
- to make a silk purse out of a sow's ear (facility renovations)
- to plan while implementing
- to be knowledgeable in 1,000 areas involving program operations
- to overcome suppression, to motivate the masses
- to manage change incorporate expansion

Areas to be Strengthened

- accountability at every level
- real consequences for outcomes
- adequate staffing for funders who must also monitor
- greater flexibility in operating programs, obtaining facilities
- streamlined paperwork, more reasonable regulations, multi year funding applications
- consistency among State and Federal departments regarding eligibility and sharing of information
- high quality meaningful training, such as the Johnson and Johnson Management Training Institute at UCLA, with regular follow-up
- the commitment of grantees, particularly Umbrella organizations to understand and implement Head Start programs according to it's goals and objectives (stop those grantees who rip off Head Start monies for other purposes)

Senator DODD. Very good. Thank you very much.

Delores, welcome. It is nice to have you with us.

Ms. BAYNES. Thank you, Senator Dodd.

My name is Delores Baynes, and I am the mother of two—a boy who is 18, and a daughter who is 15. I am presently working for the Head Start program of the Windham Area Community Action Program in Willimantic, CT.

I am a social worker who knows from experience the nightmare that many Head Start parents live. As a former Head Start parent, I am here today to tell you my story.

I left school at the age of 14, never having completed the 9th grade. The juvenile court sent me to Long Lane School in Middletown, CT. I was there for about 4 months. When I was released, my family refused to allow me to return home. They felt that I had made my mistakes, and I had to be punished. I was no longer allowed to visit my parents or enter their home. My brothers and sisters were not there for me. I had no one.

I became a child of the streets and stayed where the night caught up with me. I ate when whoever or whenever food was given to me. I became pregnant at 15, and my son Victor was born on December 11, 1974. While hospitalized from his birth, the State threatened to take him away from me because I had no place to live. Frightened and desperate to maintain custody of my son, I agreed to stay in an apartment where trouble was destined to find me.

When my son was only a few months old, the apartment was raided. Drugs and stolen merchandise were found. The police threatened to take my child away if I did not tell them the name of the drug supplier, and the drug supplier threatened to kill me. Out of fear, I broke bond and fled to Puerto Rico.

With my son safely in Puerto Rico, I returned to the United States to face the criminal charges against me. Within a week of my return, I was arrested and sent to the Women's Correctional Center in Niantic, CT. I was 16.

My family continued to refuse to take any responsibility for me, so I was released to the custody of friends in Puerto Rico, and I received 2 years' probation. I went there to live.

My stay in Puerto Rico was not much better. I was a single parent without an education, and my self-esteem was very low. I started living with this 18-year-old guy who was very abusive. My second child lived only moments after birth due to traumatic intra-uterine brain injuries received when my boyfriend threw me up against a cement wall. My third child was born November 2, 1977.

I continued to live in that abusive situation for about 4 years, but after being beaten to unconsciousness, I felt my life was going to end, and I knew I had to get out. What would happen to my children if something would happen to me?

I took my son and daughter, and I returned to the United States. I applied for AFDC and, at 23, settled into my first apartment. One day, there was a knock on the door. When I opened it, I saw two women. They presented themselves as Head Start workers and asked if they could come in. I didn't see any harm in saying yes, so we sat and talked. I was quiet, and I listened. They talked about the Head Start program for children of income-eligible families. From that day forward, life has been full of new and fulfilling experiences.

I became involved in the Head Start program, and I began to feel that my life was changing. The social service staff talked to me about obtaining my high school equivalent diploma. Having left high school before completing the 9th grade, I felt I couldn't do that. But with the constant support and encouragement of the staff, I decided to go for it. It took time and effort, but I achieved it. That was my new beginning. My perspective on life was changing. I was feeling good about myself, and I was providing many hours of volunteer services to the program.

In 1983, I decided to take a bigger step. I applied for a job as assistant teacher, and I was hired. I felt somewhat intimidated at first, but with the encouragement and support of the staff, I felt capable of fulfilling this position.

Two years after becoming assistant teacher, I was still encouraged to go on and pursue my education. I enrolled in a semester of study at Hartford Community College in preparation for the child development associate credential, which I received in 1986. My position was then upgraded to teacher. But I did not stop there. I took on a new role as the social service worker for the program in 1989. I felt this was where I wanted to be. Because of my bilingual skills, I could provide support and encouragement to Head Start families; I could return the gift of caring that was shared with me as a Head Start parent.

Today I am currently working toward an associate degree in human services. I have learned to trust, and I feel good about myself. I was fortunate to have become involved in the Head Start program, and I am where I am now due to its existence. I can honestly say that Head Start provides for the whole family 100 percent. It not only provides developmentally appropriate programs for preschool children, but it provides the means by which parents can grow and become viably self-sufficient.

There is much more that I would like to say, but my oral testimony is limited to only 5 minutes. Because of this, please accept my written testimony to affirm the need for increased and continued funding for Head Start.

[The prepared statement of Ms. Baynes follows:]

PREPARED STATEMENT OF DELORES BAYNES

My name is Delores Baynes. I'm a mother of two . . . a boy who's 18 and a daughter who's 15. I'm presently working for the Head Start Program of the Windham Area Community Action Program, Inc. (WACAP) in Willimantic, CT. I'm a social service worker who knows from experience the nightmare that many Head Start parents live. As a former Head Start parent, I'm here today to tell you my story.

I left school at the age of 14 never having completed the 9th grade. The Juvenile Court sent me to Long Lane School in Middletown CT. I was there for 4 months. When I was released, my family refused to allow me to return home. They felt I had made mistakes and needed to be punished. I was no longer allowed to visit my parents or enter their home. My brothers and sisters weren't there for me. I had no one.

I became a child of the streets and stayed where the night caught up with me. I ate when whoever or whenever food was given to me. I became pregnant at 15. My son Victor was born on December 11, 1974. While hospitalized from his birth, the State threatened to take him away because I had no place to live. Frightened and desperate to maintain custody of my son, I agreed to stay in an apartment where trouble was destined to find me.

When my son was only a few months old, the apartment was raided. Drugs and stolen merchandise were found. The police threatened to take my child away if I didn't tell the name of the drug supplier, and the drug supplier threatened to kill me if I told anything to the police. Out of fear, I broke bond and fled to Puerto Rico.

With my son safely in Puerto Rico, I returned to the United States to face the criminal charges pending against me. Within a week of my return I was arrested and sent to the Women's Correctional Center in Niantic, CT. I was 16.

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I took my son and daughter and returned to the United States. I applied for AFDC and at 23 settled into my first apartment. One day there as a knock on my door. When I opened it I saw two women. They presented themselves as Head Start worker and asked if they could come in. I didn't see any harm in saying "yes" so we sat and they talked. I was quiet and listened. They talked about the Head Start Program for children of income eligible families. From that day forward, life has been full of now and fulfilling experiences.

As I became involved in the Head Start program, I began to feel that my life was changing. The social service staff started talking to me about obtaining my High School Equivalent Diploma. Having left school before completing the 9th grade, I felt I couldn't go back to school. But with the constant support and encouragement of the staff I decided to go for it. It took time and effort, but I achieved it. This was my new beginning. My perspective on life was changing. I was feeling good about myself. I was providing many hours of volunteer services to the program.

In 1983 I decided to take a bigger step. I applied for an assistant teacher position and was hired. I felt somewhat intimidated at first, but with the encouragement and support of the staff I felt capable of fulfilling this position. Two years after being assistant teacher, I was still encouraged to go on and pursue my education. I enrolled in a semester of study at Hartford Community College in preparation for the Child Development Associate (CPA) Credential which I received in 1986. My position was then upgraded to teacher. But I didn't stop there. I took on a new role as the social service worker for the program in 1989. I now felt that this is where I wanted to be. Because of my bilingual skills, I could provide support and encouragement to Head Start families. I could return the gift of caring that was shared with me as a Head Start parent.

Today I am currently working toward an Associates Degree in Human Services. I've learned to trust and I feel good about myself. I was fortunate to have become involved in the Head Start Program. I'm where I am now due to its existence. I can honestly say that Head Start provides for the whole family 100 percent. It not only provides developmentally appropriate programs for preschool children, but it provides the means by which parents can grow and become viably self sufficient. There is much more I would like to say, but my oral testimony is limited to only 5 minutes. Because of this, please accept my written testimony to affirm the need for increased and continued funding for Head Start.

My "Head Start Story", is testament to the fact that there is a substantial return for every dollar invested into our program.

I was a child of the streets, a high school drop out at 14, a teen parent at 15 and imprisoned at 16. Today I'm fully employed and contributing to the tax base of the U.S. economy. I'm pursuing a degree in higher education. I'm a positive role model to my children. My son Victor was graduated from high school this spring and is currently in basic training with the Army Reserve. He has been accepted into Eastern Connecticut State University and plans to pursue a graduate degree in law. I am involved in the social services of my community and committed to giving Head Start parents the gift of caring and concern that was given to me.

Head start works because it looks at the whole family. It does not fragment children into parts and pieces with programs that have been developed in isolation of the parent or the community.

Yet, with all its success and all its cost effective appropriations, Head Start continues to have many needs. In my service area of northeast Connecticut there are over 1,900 income eligible children, but current appropriations only allow for the service of 266. This means that 86 percent of those eligible for the program never receive services.

This year my program site in Willimantic, CT was extremely fortunate to receive a portion of the \$1 M State appropriation for Head Start programs. This funding supports "wrap-around" services for 20 Head Start children whose parents are working or participating in job training programs, ABE, ESL or higher education. It also provides "wrap-around" for special needs children and for parents who are actively involved in treatment program. If parents are to become viably self sufficient and if children are to retain the positive growth provided by Head Start, then services must be expanded to provide this full-day full-year program.

In closing, please accept my sincere appreciation for the opportunity to give testimony before this committee.

Senator DODD. Thank you, Delores. That was excellent, excellent testimony, and let me commend you for what you have done. It takes a lot of intestinal fortitude and strength. I will say that people think we had to search all over to find a Delores Baynes, but the fact of the matter is there are thousands of Delores Baynes, with all due respect. Every story is a bit unique, and they are not exactly the same in every case, but by your presence here today, you are representing an awful lot of other people whose lives have been changed by this program. And those of us who are out there run into them in our own States, but we can't bring everybody to Washington, obviously, to hearings. So we know you are here to represent the thousands of families and individuals who have been positively affected by that experience, and you have spoken for them eloquently. So we appreciate immensely your presence here today, and I am very proud to be your Senator.

Ms. BAYNES. Thank you.

Senator DODD. Anne.

Ms. DOERR. Good morning. It is a privilege and a pleasure to be here. Wasn't that a compelling story?

I agree with you that Head Start is the kind of work that gives you goose bumps, and I think it is important to say right out front that that is why most of us do it; that it is enormously fulfilling, and it just makes us feel good on a daily basis about what we do for folks and what we help them do for themselves.

One of the things that has occurs to me in the debate about Head Start quality that has been so widely publicized is that it is not the Head Start success; it is the success of the Head Start parents and the success of the Head Start children that should be talked about, not the success of the Head Start programs.

As you have heard, I come to you from Williamsport, PA, which is a city of about 32,000 people, located just north of the geographic center of the State. Like most other Pennsylvania Head Start programs, mine covers a very large area, and like most, we are basically rural. Half of Lycoming and Clinton Counties is State-owned forest or game land.

My program services 300 children and families in 11 sites across the two counties. According to the Pennsylvania Department of Public Welfare, there are 964 children aged 3 to 5 receiving public assistance in Lycoming and Clinton Counties this year. That means we are serving 31 percent of children known to be eligible for our program.

We also know that many poor, rural families would not consider applying for public assistance, to the 31 percent service rate is probably high. Our average waiting list is about 150 children all year.

Even with a long waiting list, we still recruit actively in order to be sure to reach those most in need of the program, and we even use an old-fashioned Head Start practice called "clothesline recruitment," which astonishes our urban colleagues. It is what it sounds like it is. We drive around and look at clotheslines where we believe there might be eligible children; houses with the right size clothing on the line are recruited at their doors.

Senator DODD. That's as good an idea as I have ever heard. That probably didn't come from some Federal agency, either, or some \$10 million study that came up with the idea.

Ms. DOERR. I think not.

My program has 52 staff members; 40 percent of them are current or former Head Start parents who serve the program in professional and nonprofessional positions. Just as Delores was saying, very often we think of Head Start parents acting as teacher aides and bus drivers. That's not the case. We have Head Start parents who are coordinators and who are teachers and who are home visitors in my program.

We have a center-based and a home-based program design both, and I would be glad to describe them both in detail during the question period, as well as any other specifics about my program.

One of the things that I would like to point out to everyone is that when you see a Head Start face on television, please don't assume that all Head Start faces look the same. The television originates in the major metropolitan areas, and it is easy and handy to

film those who are adjoining that are. So I believe the Nation builds some assumptions about what all Head Start program look like which are really not founded in reality. My program size of about 300 actually is more the norm—not the huge programs in the big cities of our country.

My children are mostly white. I believe that is also the norm in the Nation. I think that you have to remember at all times there are many Head Start faces and many Head Start environments, and that we should always remember how different we are from one another and how different our children and families are from one another. In my program, we include the children on the stoop, on the hot paved city streets of the summer, as well as the rural child who is without neighbors and by himself all summer and all winter. That is a child who might have no neighbors, and the people that he or she sees before school are all related in some way or another if they see anyone. We hear stories about the isolation of the rural child in our program all the time.

So Head Start programs respond to both urban and rural poverty, and I would submit that both are equally compelling even though they may not get equal media attention.

Senator DODD. I agree.

Ms. DOERR. I would like to move on from my program to suggest three ways I believe the debate about Head Start should be framed.

I have not heard too much talk about my first idea, which is that we should fully acknowledge the contributions that are made by Head Start. I would submit to you that Head Start has not received appropriate credit for helping to shape a huge array of educational and social forums that we all take for granted today. Let me just suggest some to you.

Head Start believes—and today everyone really believes—that a child has to be viewed as a whole person and as a member of a family in order to affect positive change. Consider Public Law 99-457 which says the family must be included in the education of young children with disabilities. I can't help but wonder whether Head Start was an influence of some sort.

Let's talk about developmentally appropriate practices in the education of young children. We take this for granted in the early childhood community today. Public schools now are beginning to take for granted its necessity; again, where did this come from? An individualized, integrated curriculum is critical to a child's school success. Elementary teachers have taken on this initiative as well. Parent involvement is critical, and it is a tenet of school reform.

We also know that the present and the future of our communities is up to us together and that there exists a level of mutual responsibility between members of a community and its institutions. Self-esteem and self-sufficiency are essential to success not only in school but in life.

I don't suggest Head Start invented these precepts, all of which have a Head Start history, or that they are exclusive to Head Start. However, I think we have 29 years of practice with them, and these are very modern concepts indeed. I wonder if we have been given adequate credit.

I will just go on quickly. Head Start's contributions are not limited to educational and social pedagogy. Our performance stand-

ards document a creative solution to the vexing question of how to balance local control against the quality control provided through Federal regulation. We have standards, and we have differences between programs. The Head Start performance standards were, I believe, truly visionary.

Modern business tenets are embodied in Head Start programs and have been for a long time. We know how to write annual plans, and we know all about goals, objectives, strategies and timetables. We reinvent ourselves every year to do better, and we know that we have to include our staff in our decisionmaking and that we have to use staff development concepts at all times. All of these things are really cutting-edge management concepts of today, and they have been in Head Start, as you have said, for 29 years. I don't think it would be a mistake to be very outspoken about the contributions of Head Start and the fact that we are not behind, but perhaps even ahead, on some of these issues.

Second—and this is a very brief one—Head Start is an unparalleled bargain. This is hardly a secret. People don't very often say bluntly just how cheap we are. Actually, we are too cheap, which is why it is a difficult issue to discuss, and I think you have explained that very eloquently in your introduction. I think when you look at the cost per child of a school child in public school versus what we do in Head Start and consider all the things we provided as well as education, it makes the point without saying anything more.

The last thing I would say is about Head Start quality. We are 29 years old. We are not teenagers. We are not young children. We are not even young adults. We have the maturity, I would suggest, and the intelligence and the creativity to work on these quality issues within the context of the Head Start community, with the help of the Congress and the administration.

We are not about I.Q. gains. We are not about the number of shots children get in the Head Start years. Head Start quality is a very difficult question. It is a very difficult question to measure and to investigate. The things that can be counted about our program, as you have heard from the other two speakers, are the tiniest part of what we do. What we really are about is fostering growth, hope, social competency, and self-sufficiency in children and families. And we are not doing this through some ironclad system that would allow us to keep tidy social services records. This is really about partnerships with children and families and communities. That is what we are about.

We have tremendous resources to bring to bear, and if we are allowed to proceed on these quality initiatives within the Head Start community, I have no doubt we can do that. My program works with nine school districts, seven colleges and universities, two departments of public health, three community centers, five churches, two housing authorities. It is extraordinarily complex work and extraordinarily fulfilling.

In conclusion, I believe that we can do, together, the quality issues that we need to do.

Thank you.

[The prepared statement of Ms. Doerr follows:]

PREPARED STATEMENT OF ANNE M. DOERR

Good morning. It is a privilege and a pleasure to be here. As you have heard, I come to you from Williamsport, PA, a city of about 32,000 people located just north of the geographic center of Pennsylvania. Like most other Pennsylvania Head Start programs, mine covers a very large area, and like most, we are basically rural. Half of Lycoming and Clinton Counties is State-owned forest or game land.

My program serves 300 children and families in 11 cities across two counties. According to the Pennsylvania Department of Public Welfare, there are 964 children aged 3-5 years receiving public assistance in Lycoming and Clinton Counties this year. That means we are serving 31 percent of children known to be eligible for our program. We also know that many rural, poor families would not consider applying for public assistance, so the 31 percent service rate is probably high. Our average waiting list is about 150 children all year.

Even with a long waiting list, we still recruit actively in order to be sure to reach those most in need of the program. We even use an old-fashioned Head Start practice called "clothesline recruitment," which astonishes our urban colleagues. It is what it sounds like it is. We drive around and look at clotheslines where we believe there are eligible children. Houses with the right size clothing on the line are recruited at their doors.

My program has 52 staff members, 40 percent of them are current or former Head Start parents who serve the program in professional as well as non-professional positions. We have both a Center-Based and a Home-Based program option, which I will be glad to describe in detail during the question period. I invite you to ask me for any other specifics you would like about my program at that time as well.

This information about my program makes a point important to Head Start. Please keep in mind that the Head Start face you see on television is not every Head Start face. Television stations are based in major metropolitan areas, but not all of us are located adjacent to major urban areas with their TV stations.

Please don't assume all Head Start faces look the same. There are many Head Start faces and environments. Always remember how different Head Start programs and Head Start children and families are from one another. That is, in fact, our strength.

My program includes the children on the stoop in the hot, paved city streets of summer and the rural child without neighbors, alone all summer AND all winter. Often, the only people that rural child and his family see are those to whom they are related. We hear about the problems associated with isolation all the time. As I am sure you know, rural poverty is at least as compelling as urban poverty. Head Start programs respond to both.

Let me move on now to suggest three ways we might more positively frame today's debate about Head Start, and particularly today's debate about Head Start quality.

First: We should fully acknowledge the contributions made by Head Start. I submit to you that Head Start has not received appropriate credit for helping shape a huge array of educational and social reforms we take for granted today.

Let me list some:

Head Start believes and today most everyone believes that a child must be viewed as a whole person and as a member of a family in order for positive change to be effected. Now consider Public Law 99-457, which says the family must be included in the education of young children with disabilities. Did Head Start play a role in the thinking that led to this new law?

Our education system today recognizes that children are not born at age 5. How reassuring that pedagogy now matches biology!

The importance of developmentally appropriate practices in the education of young children is taken for granted everywhere and elementary schools are training teachers to establish developmentally appropriate practices in the lower grades.

An individualized, integrated curriculum is deemed critical to the child's school success. Elementary teachers have taken on this initiative as well.

Parent involvement is critical to child success and is a tenet of school reform:

We also know that the present and future of our community is up to us together and that there exists a level of mutual responsibility between members of a community and its institutions.

Self-esteem and self sufficiency are required for success, not only in school, in life.

A successful program is a comprehensive, integrated Program. The more interdisciplinary the program, the better. Schools and community institutions are trying to be more comprehensive everywhere. Integrated client services are a goal of the public health and State employment systems, among others. "Seamless" systems are a new goal for States.

I do not suggest Head Start invented these precepts, all of which have a Head Start history, or that they are exclusive to Head Start. However, as Senator Dodd has just said, Head Start has 29 years of practice with concepts which are very modern indeed.

Head Start's contributions are not limited to educational and social pedagogy. Our Performance Standards document a creative solution to the vexing question of how to balance local control against the quality control provided through Federal regulation. We have standards and we have differences between programs. The Head Start Performance Standards were truly visionary.

Modern business tenets are embodied in Head Start Programs and have been for a long time. We know how to write annual plans and the importance of goals, objectives, strategies, and timetables; how to reinvent ourselves every year to be better than that staff must be included in the decision-making process and that staff development is critical. These are "cutting edge" management concepts.

Head Start has demonstrated the effectiveness and validity of a longer list of "shoulds" than this one. Let's be outspoken about the contributions of Head Start.

Second: Head Start is an unparalleled bargain. While this is hardly a secret, it is not often discussed bluntly. Head Start is cheap. Too cheap, which is why it is a difficult issue to discuss.

What is the cost per child in public school per year? How does this compare with Head Start, which offers NOT just child education but parent education and involvement, social services, medical and dental screening and treatment as well as disabilities services. We know how the comparison comes out. Compare Head Start to any single focus community agency by cost and comprehensiveness.

We have been funded at a lower level than our colleagues in public schools and in other community organizations, and we have done extraordinarily well with so little money. Let's be outspoken about giving Head Start credit where it is due.

This leads directly to my third suggestion about ways today's Head Start debate should be framed—the quality issue. Head Start is 29 years old. We're not children or even young adults anymore. In addition to maturity, I am convinced the Head Start community has the intelligence, skill and creativity to respond to our mutual quality concerns. With your help, we can fix what needs fixing ourselves, and we welcome the opportunity to do so.

Head Start quality is neither easily defined nor easily investigated. Only the tiniest part of what we do can be counted. Head Start is not about whether a child gets 5 shots or 4; Head Start is not about I.Q. gains. Let's not correct something that is not a flaw.

Head Start is about fostering hope, growth, self-sufficiency and social competence in children and their families. How? Not by drafting iron-clad regulations about how to keep good social service records, not by rewriting Head Start Performance Standards. But through partnerships with parents and community.

With your help, the Head Start community is more than equal to the task of its own quality improvement. Head Start has tremendous resources to bring to bear. My program works with 9 school districts, 7 colleges and universities, 2 county departments of public health, 3 community centers, 5 churches, 2 housing authorities, libraries, the job service community action programs and many more.

Our Head Start work is extraordinarily complex and extraordinarily fulfilling; the measure of satisfaction we get is unparalleled.

In conclusion, let me first remind you that just as the faces of poverty in America differ greatly, so too do Head Start programs differ greatly. The ability of Head Start programs to respond flexibly and appropriately to communities gives the program great strength. This must be maintained.

I would also like to reiterate three ways I suggest today's debate about Head Start could be framed:

First, acknowledge Head Start's many contributions to America of the 90's.

Second, acknowledge Head Start as an unparalleled bargain to the American taxpayer.

Third, acknowledge the strength and power of the Head Start community and stand beside on as we work together on improving the quality of our programs.

Thank you for your enduring support.

Senator DODD. Thank you. All three of you were just fantastic. I suspect the other witnesses who will be appearing would tell you that basically, we could almost end the hearing right here; we have covered a good part of the ground with your testimony. It was tremendously worthwhile.

As you were speaking, Ms. Doerr, I was thinking that it is axiomatic that infants need a tremendous amount of care. Even a person who had dropped off from some other planet here would understand that without knowing anything. And in fact, we cherish it, we understand—and we are beginning to appreciate it more with the adoption of things like family and medical leave, child care, and so forth—the importance of having as much involvement of parents with a newly arrived child.

And if you look at this period in life on a scale of the most intense involvement, and you start talking about an educational experience, preparing that child for independence and empowerment, one would think there would be little difficulty getting people to appreciate that at the earliest level of that child entering a process of education and socialization, if you will, that you would need to have staff with the most intense and well-prepared preparation. And yet the public attitude is almost that the experience is not serious until you get into a traditional school environment, and then people seem to appreciate the seriousness of it. But there is this gap between people's appreciation of the quality of the staff.

And I remember so many people saying that so many of the Head Start teachers are people who are waiting to get a regular job, a full-time job, or a teaching job—not because they don't want to be Head Start teachers, but because where they are on the pay scale rates as opposed to someone who is in a traditional school environment, you'd be a fool not to. And yet just by that simple statement, we are expressing our undervaluation of the importance of the best possible people we can get, with the best possible skills, to stay in the Head Start programs to learn.

So that whole notion in a sense expresses the societal or political response to these issues. Again, no one seems to appreciate it, but—and maybe I am not being very clear on this—but if you are looking at a child's progression, it seems to me that makes more sense.

Let me ask all three of you a few quick questions. It is always difficult to prioritize. I think, Ms. Doerr, you point about given the nature of this program and trying to find that sort of clear "report card" that I talked about is hard because of what we are dealing with here. But I wonder if the three of you might just, if you could share it with the committee, prioritize within the quality area. And I realize that is kind of a tough question, but I am going to get asked it when I have to face moving a bill here and trying to get the resources. My colleagues are going to ask, in the context of quality, if you had to prioritize, what are the areas that ought to get the most attention if you had to make up a little shopping list.

Marilyn, do you want to start? Is it buildings? Is it salaries? And I realize it is a tough question, but I think it is important to at least try to take a crack at it.

Ms. THOMAS. We really have to take into consideration both sides of some of these sub-issues. If you talk about expansion, you have got to serve the children somewhere. You just cannot expand totally in home base. So facilities go hand-in-hand with expansion in terms of being a major issue.

Over our 29-year history, many agencies have already developed relationships with housing authorities, school districts, and local

churches, and I think that many Head Start directors would say we have pretty much taken the space that is available.

Senator DODD. I have been told you have been rather creative in acquiring buildings.

Ms. THOMAS. Yes, I have, and it is because I am so determined to take advantage of the opportunity to expand services, and I have to have some facilities in order to do that. So I look at every possible way that I can do it and move forward. So that is a major issue.

And I would point out that as a Head Start program in the State of Ohio, we are also receiving State funding for expansion of Head Start, and as of today, 25 percent of my total Head Start enrollment is funded by the State, and our Government has some real dramatic ideas about in fact some legislation that has recently been passed with regard to expansion to 1995.

So facilities are a real issue in the State of Ohio. I believe there are a total of 12 States that provide Head Start moneys.

In addition to facilities, I think that an issue that would not be tremendously costly, but yes, there would have to be some investment in that, would be to help us sharpen our management skills. There are procedures in place; there are accountabilities in place. I believe they need to be sharpened. People need to understand better about how to hold people accountable and what leads up to that. I mean, you just don't get to the bottom line and say off with their heads because something was not done. There are some steps that need to precede that in the management process.

I was fortunate to have the benefit of attending the Johnson and Johnson Management Training Institute at UCLA, and I would have to say that J and J, and UCLA, helped me realize, and they gave recognition, credit and understanding with regard to the complexity of our jobs. I have a master's degree in early childhood education. I am not a financial wizard. I did not study architecture. I have not worked as a construction worker and therefore know all the building regulations; I have had to learn them over the 28 years. I did not get a degree in human resource management. Those are all the kinds of things that Head Start directors have to deal with, so we really do need additional help in management training that is high quality and that even has some ongoing aspects, because you know you can take a great, big vitamin pill, but it is not going to last you your lifetime. Every week, month, or day you need to be taking another pill if you are going to continue to enjoy peak health.

So one shot of a wonderful management institute is wonderful, but there also needs to be some follow-up, and we have had some annual follow-up with J and J training, generally at our national Head Start conference.

Senator DODD. In Ohio, you have a State that cares about it, obviously, and 25 percent of the funds come from the State. I wish every State was as committed.

But what about the business community? I can't think of anything better than a good old local chamber of commerce, and people of good intent who will likely step forward and help out. There is nothing like someone who has been a small business person for 25 years to help out in managerial efforts.

Ms. THOMAS. That's right. I think that the J and J experience, and also the recent focus of the National Head Start Association in their quarterly publication where they share information about how agencies are successfully partnering with other corporations, is helping those of us out in the field to have the nerve to approach the Chamber of Commerce and certain businesses—

Senator DODD. Have you done that?

Ms. THOMAS. [continuing]. Yes, I have—and not be put off.

Senator DODD. What has been the response?

Ms. THOMAS. Well, the initial response is, "No, we don't have any money," number one, so don't go in asking for money, but you have got to kind of work up to that, to, "We don't have space that would accommodate your 240 employees. Yes, I am very sympathetic, and yes, I will try to do something to help," but finding a concrete issue that a businessperson can help you with is not always easy. You have to be diligent. They have to get to know you, and you have to get to know them. There is a lot to do about developing relationships before you realize a lot of success in working with business people.

Some of the things that I have been able to do—and I'm not sure this is business as you think strictly of business, but maybe governmental entities—is really lean on them about how challenging the issue is and what a great effort the Federal Government is making and what can you, the local government, do. And one thing that has resulted from that is that facilities have been made available to me.

Senator DODD. I am just surprised to hear you say that because I find in my State, for instance, particularly lately, when the appreciation of the educational experience in very real, concrete terms, and how it affects the business community is present, they have been incredible. It used to be they would get involved in the post-secondary schools because they understood the relationship there. But in the last 6, 7, 8 years, they have really come to appreciate what is happening in elementary and secondary schools and the mentoring programs, and they have done a terrific job.

I would be very intrigued in terms of just people coming down—not just having facilities and sites and money—but people coming in. I think you raise an excellent point, and that is management skills and how to keep budgets and run things, and what Anne talked about—I mean, it stuns me how many different housing agencies and churches you have to deal with. You have to be a very successful businessperson to run that kind of an operation. And asking people to come down and spend an evening maybe once a month, maybe run a training program or something for people, just on doing these things, I think could be a terrific way of involving more of the community in the Head Start program and broadening the base of support for the value of these things. And it is something that directly affects that business community, because that child is potentially an employee, or hopefully, an employer, of a new business at some point.

So I would be intrigued to see more of an effort made in that regard.

Ms. THOMAS. Senator Dodd, one of the things that I see happening in my local community is the focus on youth and school-age

children. Partners in Education is a really publicized and popular program in our community, and I think that very often, in terms of interacting with the children themselves, business people cannot really see that there is much value in interacting with preschool children; they want to bring the 7th graders in to tour their facility or shadow someone on a job, those kinds of things.

Senator DODD. Ms. Thomas, I have the feeling that if you talked to them, you'd be very persuasive.

Ms. THOMAS. Well, it is a challenge, and I am certainly not backing away from it, but those are some of the kinds of attitudes that we are up against.

Senator DODD. Let me ask you, Delores and Anne, if you'd like to quickly comment. And again, I apologize for the question, and I realize that is not the only quality issue, but you have picked out a couple that I think are very good. Would you add to that, Anne, in any way in response to that question?

Ms. DOERR. I would like to propose that the Head Start director and the management team of each individual Head Start program could answer that question best and most appropriately themselves, if they had the flexibility to do that.

Senator DODD. I understand that. I am speaking generally now.

Ms. DOERR. I really think that the needs will differ by program across the Nation and that we can't really second guess what would be top for everybody. Some programs have facilities issues. I certainly could use a single place instead of a zillion churches here and there. On the other hand, there are other things that I would put before that—wages, for example; the number of support staff; the reduction in the number of children and families that each worker in my program must respond to on a regular basis.

But I would submit that Head Start people can answer that question best if whatever you write in your legislation allows us the flexibility to do that. Many of us have done that successfully in the last 2 years when we did have the opportunity to counterpoint additional children versus quality maintenance or improvement.

Senator DODD. Well, I appreciate your saying that, and I don't really argue with what you just said. I am going to be sitting here, fighting to get some funds from Senators and Congressmen who are not going to be terribly sympathetic with that answer. They are going to want to know where are the priorities in this area. I tell them, look, this thing has to be decided in each place, and each place is different. I agree with you. But I am going to need more ammunition, in a sense, coming into this so that I can be a bit more specific. So I do realize that each one is different, but speaking generally—generally—in this area—and again, you pointed out the rural versus the urban, and I think that's a very good point, and I agree with you totally. But I am going to need a bit more ammunition than that.

Ms. DOERR. Well, let me give you one thing. I would say support staff ratios. In my program with this last expansion opportunity, I had \$140,000, which presumably and in the old days would have been lots of classrooms, or three or four maybe, at \$50,000 each. Instead, I have been granted permission to add only 15 children be-

cause I have ratios of 150 to one in social services, health and parent involvement, and that is simply not appropriate.

However, I had to do it at the expense of new children, and that is not a popular decision either in the community or probably with legislators who, if they are asked about that, are hard-pressed to say, oh, well, I am sure that was in the best interests of the program.

But I think in that case, if you specified support staff ratios that are appropriate, it would help us take the heat from those who would have us expand, which we clearly need to do as well.

Senator DODD. I agree with you, and I think if I were asked the question—and I think facilities are very important, and I am not arguing with that—but I think the staff ratio issue is critically important. I am one who is arguing that we get more funds to expand the program to be able to reach more children—but like anything else that grows, if you lose the ability to have that kind of ratio, and we are assuming managerial abilities and educational levels to do the job well, but obviously, even if they have all of those essential elements, and the ratios are bad, they are not going to do the job well. And as you expand the program, your inability to keep that quality could destroy this program. It has been a wonderful success for almost 30 years, and if we grow it, if the issue is growing it in terms of reaching the eligible children without simultaneously maintaining a growth in the quality needed to serve that community, the popularity, if you will, of this program will collapse overnight, in my view, because we will destroy it.

Let me ask you, Delores, briefly—we heard Anne talk about the “clothesline test,” which I think is pretty good and pretty creative. In our State of Connecticut, the State pays for immunizations. We are one of a handful of States that do that. I think this year we have added hepatitis B vaccination. But anyway, we are a very good State that cares about that, and we reach 63 percent of children, despite the fact that the vaccines are free.

The other day, I went with some people from the private sector from one of the major insurance companies, and the city of Hartford's health department—we had clowns, Disney characters, Koolaid, and everything imaginable—into the public housing projects, trying to get mothers to come out, at no cost, with all of the gimmicks we could think of, and we still don't reach all of them. We are just not reaching them. And I know there are a lot of reasons why some show up, and who they are, and so forth.

So in addition to doing all these other things and having been a Head Start mother, you had two women knock on your door, and that worked, obviously, but I think a lot of other things happened prior to that that made it work for you, which you were ready for.

What ideas do you have on how we can do a better job of reaching parents who are suspicious or hesitant, particularly in a State like ours, where we have a sizeable Hispanic population in Connecticut, roughly 10 percent of our population. And most people don't think of Connecticut as having a large Hispanic population, but we are very diverse ethnically; we have a lot of recent arrivals now from Eastern Europe. But do you have any ideas as to how we might do a better job—sort of the “clothesline approach”—other ways of getting in and getting people to understand that this is

really in their interest, the interest of their children, and the interest of their families? Do you have any ideas on that?

Ms. BAYNES. Well, we do door-to-door recruitment. We not only go by and observe the clothesline; we knock at every, single door. We go into the housing projects. I think you need to make sure there is someone bilingual because we need to be able to communicate with the Hispanic population, since in our town there is such a high percentage of Hispanics.

We present ourselves at agency meetings, and we prepare fliers so we know that they are getting out into the community.

Senator DODD. What about in the schools. Tragically, we have a lot of teenage parents. Even before that child necessarily would qualify for Head Start, are efforts being made to share information with parents of infants about what, in a few short months, will be something that will be available?

Ms. BAYNES. We are constantly entering the school systems and talking with the counselors and the people in charge there. And I really feel that in the town of Willimantic, each and every person is aware of the Head Start program—pregnant parents, or parents-to-be, parents of infants, parents of toddlers. I think I am talking on behalf of myself because I care so much. I am always out there, constantly, making sure that the families are aware that this Head Start program exists.

Senator DODD. How about radio stations, for instance, the Hispanic radio stations, and public service announcements; are they cooperative, that you are aware of?

Ms. BAYNES. I could not answer you on that, Senator Dodd, but it is a good thought, and I am glad you have brought it up to me.

Senator DODD. We really need every creative idea we can think of to each people. I think this is just so vitally important.

Marilyn, do you want to say something on this?

Ms. THOMAS. Yes. I really want to talk about the personal contact. When we do mass physicals, yes, we ask parents to come; we ask them to come to a certain stop, and we pick them up and take them wherever they need to go. But when they don't show up, we go and knock on the door to try to find out why. And we discover that somebody got a black eye overnight, and she is really embarrassed to come out and bring the kid, or the car didn't work. There are so many challenges, so many barriers to getting to where you need to be, even when you have been informed of the importance. And let's assume that it really made an impact in your thinking, so you are thinking, yes, I really want to take my child for immunizations. So many barriers come up, and we have to facilitate, we have to help people problem-solve, and that way, they can take advantage of resources that exist for them, even at no cost.

Senator DODD. Thank you all very much. I really appreciate your testimony immensely. I didn't mean to keep you this long, and there may be additional questions for your response in writing. You are out there in the field, and we want to hear from you as we go through this process. We have started this process early, frankly. Normally, we wouldn't have hearings on reauthorization this early. But I thought it was so important to go after the quality criticisms that have been raised, and I don't mean to attack them, but to embrace them, and to try to do something about them, and start early

with it, rather than let things linger out there and let these perceptions settle in without trying to answer and address them in an intelligent way.

So this is very early to start a reauthorization cycle discussion, but I am so committed to this program and care about it so very much and want to see it succeed and want to embrace the critics who are raising concerns so that we can try to answer them and improve it. And I think the best way to do that—I was raised to believe that any challenge in front of you, you face it; if you turn your back on it, it is a problem. I don't care if it is a white water river or anything else; if you don't look at it and square up on it, it is going to be worse every day that goes by. It doesn't go away. So in a sense, by starting early on this debate and discussion, your presence here today is helping us, and I want you to stay involved with us, because clearly, what you are going through out there is vitally important to our discussion here.

So thank you all very much. And Delores, a particular thanks to you. Keep up the great work, and say hello to everybody in Willimantic for me.

Ms. BAYNES. Thank you, Senator. I will.

Senator DODD. I am going to introduce our next panelist, and then we'll have a 5-minute recess while I run over and vote and come right back again. And we may even be able to get into it for a few minutes, because I don't have to be there immediately.

I want to welcome Joe Mottola, acting commissioner for the Administration for Children, Youth, and Families within the Department of Health and Human Services. Mr. Mottola is going to speak on behalf of the administration. He has a long history, I might point out, in administering human services programs. I presume you might have been interested in what Marilyn had to say about management skills, and you may have some ideas on that, having been with the Department for over 20 years. We welcome the benefit of your experience in these areas and thank you for coming this morning.

Why don't you begin with your testimony and we can at least get through that much so that we don't hold people up.

**STATEMENT OF JOSEPH MOTTOLA, ACTING COMMISSIONER,
ADMINISTRATION FOR CHILDREN, YOUTH, AND FAMILIES,
U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES,
WASHINGTON, DC**

Mr. MOTTOLA. Senator, I am delighted to be here today representing the administration.

Let me just say before I get into my prepared testimony that I share the enthusiasm you have for the previous panel's discussion. I think it really exemplifies the professionalism, the commitment, and the creativity that people out there on the line have in making sure that this is the kind of program that works. So my hat is off to them, and I always learn when I hear those kinds of discussions.

Senator DODD. Thank you.

Mr. MOTTOLA. I am pleased to come before you today to discuss the administration's plans for Head Start, a program which has provided comprehensive services to more than 12 million children and their families. Head Start has consistently enjoyed widespread

public and congressional support, and we thank you, Senator Dodd, and all the members of your subcommittee, for your continued support for Head Start and for bringing these issues to the forefront.

Head Start to this day remains our premier child development program and an expression of our national will to ensure that all children reach school ready to succeed. Since 1965, the importance of effective early childhood programs has grown, and the demand on Head Start services has increased.

Today, American families are much more likely to include working mothers, or to be headed by single parents, and at the same time, problems such as homelessness, substance abuse and violence in the community pose serious threats to child development and family life. As we look to expand Head Start, this changed environment for children and families has to be taken into consideration.

As you know, Secretary Shalala announced the formation of the Advisory Committee on Head Start Quality and Expansion, stressing the importance of working with Congress to ensure a quality Head Start expansion. The advisory committee brings together people with diverse backgrounds and perspectives, including experts in children's health, development, and education, as well as members from the Head Start community, the private sector, and Federal agencies. In addition, there is bipartisan representation on that committee from both the House and the Senate.

The advisory committee is conducting a comprehensive review of Head Start and will develop recommendations to ensure that each Head Start program provides high-quality services to the children and families that they serve. The committee is carefully examining both quality and management of Head Start and will propose a plan to strengthen and improve service quality over both the short and the long-term. It will consider and make recommendations on the priorities and pace for Head Start expansion, including the number of children to be served, as well as the range of program models, settings and services responsive to family needs.

This comprehensive review will also look beyond Head Start to forge stronger linkages with schools and other early childhood service providers and communities.

The first meeting of the committee was held on July 1st and 2nd. Subcommittees focusing on various areas have been formed and are meeting throughout the summer. They will report the results of their efforts to the full committee in September, and the Secretary has asked the advisory committee to submit a report to her in the fall.

We believe that this advisory committee is fulfilling the need for a long-awaited, open, and productive dialogue on Head Start issues which has already begun to inform the policy process. The Secretary has invited Congress to share ideas, concerns, and proposals, and we look forward to all the comments that we are going to get.

As your subcommittee is aware, the President's budget proposals for fiscal year 1994 and beyond call for significant additional investments in Head Start, investments which will make Head Start the kind of program that we need as we enter the 21st century and the kind of program that will continue to enjoy broad bipartisan support.

The administration's proposed funding increases for the next several years will be used to achieve three basic purposes: strengthening program quality, responding to family needs through both extended and intensive services, and reaching out to enroll children who currently have no access to the benefits of a Head Start experience.

Since the advisory committee is charged with balancing these three priorities, the emphasis may shift in accordance with their recommendations.

In accordance with the 1990 reauthorization, the aggregate amount set aside for quality enhancement for fiscal year 1994 will be 25 percent of the appropriation increase after allowing for a cost-of-living increase as required by the statute. As the subcommittee knows, Head Start currently serves only a portion—right now, it is about one in three, but with 1993 funding, that will move up to 40 percent—of children eligible for the program.

A key element of the President's plan for Head Start is to enable additional children and families to benefit from participation in the program. In addition to serving more children, we are also planning to use some of the expected funding increases to make Head Start more responsive to family needs by providing expanded services.

Let me assure you that we take the concerns about quality and management of local programs seriously. I believe it is fair to say that while some Head Start programs fall short of our expectations, the majority of programs are providing their enrolled children and families with quality services and continually striving to be responsive to their needs, to improve the management of their programs, and to meet Head Start's performance standards. The problem is not that service quality low in any general sense, but rather that it is uneven.

Head Start officials and others knowledgeable about the program have been concerned for some time about variability in quality among local Head Start programs. While programs at the high end of the quality spectrum are excellent, we all recognize that those at the low end must make improvements to assure that they offer the comprehensive family services and high-quality early childhood experience that are the core of the Head Start vision. Any shortcomings in service quality must and will be addressed and the problems resolved so that all enrolled children receive high-quality developmental experience worthy of the name of Head Start.

Toward this end, the Secretary has already asked us to redouble our efforts to identify local programs having the most significant problems and to take steps necessary to see that the major deficiencies are resolved. We are working with our regional offices to target assistance to these programs.

In addition, let me mention some highlights of our other efforts to strengthen the program. Head Start has published several new regulations which directly affect service quality—regulations governing services to children with disabilities, regulations dealing with class size, child-to-staff ratios, and duration of program day and year.

Second, approximately 450 programs will have been monitored in fiscal year 1993 and at least the same number in fiscal year 1994.

Priority for follow-up visits and for support from our training and technical assistance providers will be given to those programs experiencing difficulty in delivering quality services.

Third, in the area of training, we are continuing our participation in the management training program for Head Start directors, and we hope to increase it. That is the management training sponsored by the Johnson and Johnson Company at UCLA which was referred to in the previous panel.

Senator DODD. Excuse me. How does someone from Willimantic, CT get out to UCLA? I mean, can this thing be done in a way that we can start talking about utilizing that kind of terrific private sector commitment, inviting others to be involved, and then seeing to it that people at a local institution provide such programs—for instance, Eastern Connecticut State College is right in Willimantic, CT, a very fine institution, and I presume there is a business school there. It may not be UCLA, but there are some pretty good people there. And yet it is right in Willimantic, where someone like Delores Baynes could go and learn management skills; are we encouraging that?

Mr. MOTTOLA. That is the challenge that we face. We believe strongly in the training program that Johnson and Johnson has developed and has been utilizing. We are trying to work now with Johnson and Johnson and will be, and of course, this is also part of the discussion of the advisory committee. We are trying to find ways to expand on that training, get more people involved in it, and to make it more accessible. We obviously have cost considerations, but we are trying to take all of those things into account.

We are conducting an institute in parent involvement, another area that was of great concern to the prior panel. That institute will be held in August of this year to train key Head Start staff, primarily Head Start directors and parent involvement and social service coordinators, as part of a management team. These are the people who are responsible for making this aspect of the Head Start program work at the local level. Approximately 3,000 persons from local programs are expected to attend this training event in August.

We believe that the proposed three-pronged investment approach for quality improvement, for extended services, and for expansion will pay off in several ways. It will allow Head Start programs to address service quality concerns by providing funds to improve grantee training, to hire additional staff, to upgrade facilities and equipment, to improve staff wages, and to pursue other important efforts designed to improve Head Start quality. It will help Head Start families meet their child care needs so that parents can be free to find employment and become self-sufficient members of society. And the proposed expansion will make it possible to extend the benefits of a Head Start experience to many more of the disadvantaged children whom Head Start currently is unable to serve.

In conclusion, Mr. Chairman, we all want high-quality services for our Nation's young children and their families. We all want Head Start programs that help children succeed in school and throughout their lives. We all want Head Start programs that ensure that children are healthy and well-nourished, and that all

Head Start parents receive the support they need to help themselves and to be their children's first teacher.

We look forward to working with you and all others in this new era of Head Start expansion, and I'd be pleased to answer any questions you may have.

[The prepared statement of Mr. Mottola follows:]

PREPARED STATEMENT OF JOSEPH MOTTOLA

Senator Dodd, members of the subcommittee, I am pleased to come before you today to talk about the Administration's plans for Head Start—a program which, over the years, has provided comprehensive services including health, education, parent involvement, and social services to more than 12 million children and their families. Head Start has consistently enjoyed widespread public and congressional support. We thank you, Senator Dodd, and all the members of this subcommittee for your continued support of the Head Start program throughout its history.

Conceived and launched 28 years ago, Head Start to this day remains our premier child development program and an expression of our national will to ensure that all children reach school ready to succeed.

Since 1965, the importance of effective early childhood programs has grown and the demand on Head Start services has increased. During the past 28 years, the percentage of children living in poverty has escalated at an alarming rate. Today, American families are much more likely to include working mothers and to be headed by single parents. At the same time, problems such as homelessness, substance abuse and violence in the community pose serious threats to child development and family life. As we look to expand Head Start, this changed environment for children and families must be taken into consideration.

As you know, Secretary Shalala announced the formation of the Advisory Committee on Head Start Quality and Expansion, stressing the importance of working together with Congress to ensure a quality Head Start expansion. The Advisory Committee brings together individuals with diverse backgrounds and perspectives, including experts in children's health, development and education as well as members from the Head Start community, the private sector, and Federal agencies. In addition, there is bipartisan representation from both the House and the Senate.

The Advisory Committee is conducting a comprehensive review of the Head Start program and will develop recommendations to ensure that each Read Start program provides high quality services to the children and families they serve. The Committee is carefully examining the quality and management of the Head Start program and will propose a plan to strengthen and improve service quality over both the short and the long term. The Committee will consider and make recommendations on the priorities and pace for Head Start expansion, including the number of children served as well as the range of program models, settings, and services responsive to family needs. This comprehensive review will also look beyond Head Start to help forge stronger linkages with schools and other early childhood service providers in communities.

The first meeting of the Advisory Committee was held on July 1 and 2. Subcommittees focusing on various areas have been formed and will meet over the summer. They will report the results of their efforts to the full committee in September. The Secretary has asked the Advisory Committee to submit a report this fall.

We believe the Advisory Committee is facilitating the need for a long awaited open and productive dialogue on Head Start issues. This public dialogue has already begun to inform the policy process. The Secretary invited Congress to share ideas, concerns and proposals. We are looking forward to your comments.

As the subcommittee is aware, the President's budget proposals for FY 1994 and beyond call for significant additional investments in Head Start—investments which will make Head Start the kind of program that we need as we enter the 21st century and the kind of program that will continue to enjoy broad bipartisan support. Briefly stated, the Administration's proposed funding increases for the next several years will be used to achieve three basic purposes, strengthening program quality, responding to family needs through both extended and intensive services, and reaching out to enroll children who currently have no access to the benefits of the Head Start experience. As the Advisory Committee is charged with balancing these three priorities, the emphasis may shift in accordance with their recommendations.

In accordance with the 1990 reauthorization, the aggregate amount set aside for quality enhancement in FY 1994 will be 35 percent of the appropriation increase after allowing for the COLA, as required by statute.

As the subcommittee knows, Head Start currently serves only a portion (about one to three) of the children and families eligible for the program. We are projecting this to increase to 409 in FY 1994. A key element of the President's plan for Head Start is to enable additional children and families to benefit from participation in the program.

In addition to serving more children, we are also planning to use some of our anticipated funding increases to make Head start more responsive to family needs by providing expanded services. Some portion may be used to provide more intensive services, for example, to reduce group sizes for teachers in the classroom—where the complex needs of children and families warrant this approach.

Again, Mr. Chairman, we take the concerns about local program quality and management very seriously.

Mr. Chairman, I believe it is fair to say that while some Head Start programs fall short of our expectations, the majority of programs are providing their enrolled children and families with quality services and are continually striving to be responsive to their needs, to improve the management at their programs and to meet Head Start's Performance standards. The problem is not that service quality is low in any general sense, but, rather, that it is uneven. Head Start officials and others knowledgeable about the program have been concerned for some time about the variability in quality among local Head Start programs. While Head Start programs at the high end of the quality spectrum are excellent, we all recognize that those at the low end must make improvements to assure that they can offer the comprehensive family services and the high quality early childhood experience that are the core of the Head Start vision.

Any shortcomings in service quality must and will be addressed and the problems resolved so that all enrolled children receive a high quality developmental experience worthy of the name "Head Start." Toward this end, the Secretary has already asked us to redouble our efforts to identify local programs having the most significant problems and to take the steps necessary to see to it that major deficiencies are resolved. We are working with our regional offices to target assistance to these programs. In addition, other recent steps that have been taken to strengthen the program include the following:

- Head Start has promulgated several significant new regulations directly affecting service quality: regulations governing services to children with disabilities and regulations dealing with class size, child-to-staff ratios and duration of program day and year.

- Our efforts to focus greater attention on monitoring are also continuing. Approximately 450 programs will have been monitored in FY 1993 and at least the same number will be monitored in FY 1994. Priority for follow-up via its and for support from our training and technical assistance providers will be given to those programs experiencing difficulties in delivering quality services.

- In the area of training, we are continuing our participation in the management training program for Head Start directors sponsored by the Johnson and Johnson Company at the university of California at Los Angeles. As of June 1993 120 Head Start directors will have participated in this intensive 2-week graduate-level management training program.

- We are conducting an Institute on Parent Involvement in August of this year to train key Head Start staff—primarily Head Start directors and parent involvement and social services coordinators—who are responsible for making this aspect of the Head Start program work at the local program level.

Approximately 3,000 persons from local programs are expected to attend this training event.

We believe that the proposed three-pronged approach to investing future budget increases—for quality improvement, for extended services and for expansion—will pay off in several ways. It will allow Head Start programs to address service quality concerns by providing funds to improve grantee training, to hire additional staff, to upgrade facilities and equipment, to improve staff wages and to pursue other important efforts designed to improve Head Start quality. It will allow Head Start families to have their child care needs met by Head Start so that parents can be free to find employment and become self-sufficient members of society. And the proposed expansion will make it possible to extend the benefits of a Head Start experience to many more of the disadvantaged children whom Head Start currently is able to serve.

In conclusion Mr. Chairman, we all want high quality services for our Nation's young children and their families. We all want Head Start programs that help children succeed in school and throughout their lives. We all want Head Start programs that ensure that children are healthy and well nourished and that every Head Start parent receives the support they need to help themselves and to be their child's first

teacher. We look forward to working with you in this new era of Head Start expansion.

I would be pleased to answer any questions.

Senator DODD. Thank you very much, Mr. Mottola.

The second bells have gone off, so I will scoot out for about 5 minutes. Let me just mention—and of course, we will hear from other people who are members of the advisory committee in our next panel, and you have already mentioned the recommendations—that as soon as those come out, we plan to have another hearing just on those recommendations. And I presume some of the discussion today will reflect those issues, but we will focus and get some comments on it.

I want to commend those people who are part of the advisory committee for doing a good job. As I said, this is the first step, and an early step, in the reauthorization cycle, and I'm not going to let a lot of time go by after those recommendations come out to start getting some comments from people such as we heard in our first panel, from people out in the field. And I am sure you are in touch with those people as well, talking about what needs to be done.

With that, if you don't mind, we'll take a break and stand in recess for about 5 or 6 minutes and then reconvene and have some questions for you, and then we'll go to our last panel.

The subcommittee stands in recess.

[Recess.]

Senator DODD. The subcommittee will come to order.

I apologize. Typically, when you go over there—all of a sudden, an amendment came up on family and medical leave—I don't know why; they must know I am conducting a hearing, so they wait until I get over here to arrange for amendments that I have to be involved in. But that has been put off for a little bit, so we can get back to the subject at hand.

I do apologize to all of you for being a bit longer than 5 minutes.

Now, Mr. Mottola, thank you for your statement, and we'll go to some questions.

Let me start with the 25 percent issue that was raised, to go for quality enhancement. You may have made it clear in your statement, and I didn't pick it up, as to whether the Department is actually thinking about going beyond the 25 percent figure to enhance quality with the new appropriations that are coming on.

Mr. MOTTOLA. There has been no decision made. What I said in the statement is that we believe strongly in quality, in service expansion, and in more children in Head Start. Originally, the thought was to have those in equal measure, but what I said in my statement is that we are subject to the advice of the advisory committee, and if the advisory committee makes a strong move in one direction or another because it is in the interest of Head Start, then that will be seriously considered.

Senator DODD. So it will be seriously considered.

Mr. MOTTOLA. Of that, I am quite sure.

Senator DODD. OK. The National Head Start Association has documented various ways in which the first year of quality set-aside money was used to improve programs. I wonder if you might give us your assessment of their efforts in that particular area.

Mr. MOTTOLA. I guess our assessment would be that the quality money has been used to increase salaries; it has been used to help with facilities. These problems are by no means solved. We believe that there is still a way to go, both with salaries and facilities.

The thing we are concerned about, and I believe the Head Start community is concerned about—and I think we heard it in the previous testimony—is staffing, and particularly ratios of staffers in certain components to the numbers of children and families being served.

We think there ought to be more uniformity. We think there ought to be higher standards for staffing, and we would like to be able to use some of the quality money to improve those ratios so that there can be more uniform oversight of those areas and better management.

Senator DODD. But generally, in the National Head Start Association's description of how those moneys were used, are you satisfied that they were used appropriately or properly?

Mr. MOTTOLA. Oh, absolutely. There is no question that the amounts have been used appropriately because those are negotiated or worked out with our regional offices and approved by our regional offices. We don't think—

Senator DODD. I didn't mean appropriate in a legal sense; I meant in the sense of the discussions we have had on quality and the more general definition of "appropriate."

Mr. MOTTOLA. I guess our impression is that they have been used to solve the most immediate problems, and that those immediate problems were there and certainly needed solution. We would like to see, as we go down the line, that the money is used for continuing to solve those problems, but to also increase service quality across the board.

Senator DODD. Earlier, I asked the question about prioritizing quality issues, and Ms. Doerr of Pennsylvania made the point—that I certainly don't have any disagreement with—that each particular program may have a unique set of quality issues that are vast different than a program that is literally down the road.

Do you agree with her on that?

Mr. MOTTOLA. I certainly agree that programs have different needs in terms of improving the quality of those local programs, and we would try to provide as much flexibility as we could.

We are trying to use the advisory committee to advise us all and to get input from the very people that were here, and many others, about the different dimensions of quality in the Head Start program. That is one of the issues that is always discussed any time you sit down to talk about quality in Head Start. So many things bear on making a high-quality Head Start program, and there are different needs in different places. We hope to get some of the major areas out of the discussions of the advisory committee and to move forward with that, but also continue to provide flexibility to local programs to use the money to fix their own quality problems.

Senator DODD. All right. The Head Start statute, of course, permits a full-day, full-year program, and concerns are being raised that it is not being encouraged. I subscribe to the notion that where it is appropriate, I would very, very much like to see it hap-

pen; I think it is unfortunate that we break what is a very good program during the summer months, particularly when the child at that age is not really playing, anyway—the assumption is that children at that age are playing; they are very much at work—they may start playing a little later, but they are working at that age; it may look like play to the average casual observer. But to break that work cycle, that learning curve, if you will, is something that I would like to see us change. And nonetheless, the statute allows for it, and there are many programs that would like to be able to get the flexibility to move into those kinds of schedules. I guess the issue is whether the Department would be willing to allow that kind of flexibility at the local level, and I wonder if you might respond on where you think that is headed.

Mr. MOTTOLA. First, on the issue of full-year, the administration proposed a summer program this year—

Senator DODD. Yes; that's the summer money in the stimulus package.

Mr. MOTTOLA. Yes. We were very disappointed. We had our guidance out, and we were ready to go, but—

Senator DODD. Well, there was not a substantive objection to that; it got very political, as we all know, and I don't know if anyone would disagree with me on that point. But I don't think it was disagreement substantively with all the aspects of this. For instance, on summer jobs, there was a real rush at the end to do something about summer jobs, and I heard complaints at home last weekend that communities can't get ready for that stuff when they get money all of a sudden thrown at them in June or July.

But I suspect that if we were to take Head Start on the full-year and provide for some additional funding in that area, there would be pretty universal support, a lot of other things being given. So I don't think we ought to take the vote on the stimulus package as a rejection of support for full-year Head Start. Now, maybe I am going beyond the point that I should here, but that is my gut instinct as a member of this body.

Mr. MOTTOLA. As I said in my testimony, I think we are seriously considering full-day, full-year programs. We believe our regulations allow that. They are pretty clear in that regard. The issue is planning for those and funding for those.

Senator DODD. Well, if you get a State like Ohio, where 25 percent of the money is coming from the State government out there, and they are prepared to do it, why wouldn't we help them get that done right now?

Mr. MOTTOLA. We can certainly look in that direction, and as I said, one of the things that the advisory committee is looking at very seriously is full-day, full-year. And we are looking forward to the advice that we get from that panel. There are strong biases toward both of those kinds of services, and we would support that, but it comes down to the amount of money that is available and how quickly you can move in that direction to serve those needs.

Senator DODD. I guess what I'm getting at is that if we are getting support for this in other areas, resources coming from local or State governments to support local efforts, and local agencies want to be able to move in that direction, in my view, we ought to allow

them to start to move on it pretty quickly. But again, I appreciate your response to the question.

We talked about the stimulus package, and my hope is that we'll get some recommendations pretty quickly in this area. Time moves on, and invariably what happens is that sometime around April or May, people get all excited about summer jobs and summer this and summer that, and invariably, it is just too late. And then a very legitimate criticism is raised—in fact, if you want to talk about a waste of money, in my view, it is trying to do something about those needs at a point when the money can't be managed well. Taxpayer objections are totally legitimate there, in my view, because then we are just dumping these resources, and communities don't necessarily have the personnel or the ability to allocate those resources in the best possible way.

So I would like to see us start that discussion much earlier, so we can get ready as quickly as possible to take advantage of this, and not let another summer go by. I'd hate to see us wait around, and all of a sudden, you and I are looking across the table at each other next spring, and I am wondering why this hasn't been done, and you are saying, "Well, Senator, no one brought it up," and all of a sudden you are screaming at the Department in May and June, and you know that debate—I'm not talking about just you, because this thing goes on every year.

So I am going to use the opportunity of this hearing to say let's start the discussion right now and figure out how next year—regardless of whatever else may happen—we can set in motion the ability for programs that have the ability to do so to be able to move into that summer program. That would be my desire and goal.

One of the concerns that has been raised about the quality issue is the Federal Government's capacity—our capacity, your capacity—to oversee the program and provide the kind of technical assistance that is needed. I wonder if you might respond as to how the Department intends to improve its capacity and its outlook for additional regional staff, to work with local programs. You mentioned this in your testimony, but I'll ask you to go back into it in perhaps a little more depth. And would the Department consider the use of program funds to support its monitoring functions?

Mr. MOTTOLA. That obviously is a serious issue. Those of us who have been associated with the program for some time are fully aware of the implications of it. It was highlighted in the Inspector General's report. It is an issue that is being reviewed by the advisory committee, again—I hate to keep coming back to that, but that is truly meant to be a thorough, top-to-bottom review of Head Start.

Senator DODD. When do you expect this? When do you think it will be ready for us to have a hearing on it?

Mr. MOTTOLA. The Secretary has asked the advisory committee to provide her with a report in the fall. So there is no specified time in the fall—

Senator DODD. Is that September 22nd or December 22nd?

Mr. MOTTOLA. —and I don't want to be the one to commit the Department to a specific date, but everyone knows that there is an intention to do it quickly. I think the advisory committee has been

extremely cooperative, bending over backward, including the subcommittee meetings, to try to advance the effort, and I can only talk to you in terms of what the policy is, and that is in the fall.

Senator DODD. Would you convey back to the Secretary that I would like to hold a hearing on the advisory committee's report in mid-October? How is that for a compromise? And I'll tell you why—because we'll get into Thanksgiving, and then we go out, and then it'll be next winter or spring when we get back to it. And with some of these recommendations, if we want to do anything about them, it is easier if I can deal with them earlier and generate some support for the advisory committee's recommendations. Obviously, I want them to do a good job and all that, so I am being a bit facetious about mid-October, but the point is I'd like to get it, and if you can come back and tell me we'll have it at the end of September, you are going to make this Senator very happy. So I am just using the opportunity here to urge you to get it done as soon as you can, and not let it come at the end when we are breaking up, and by the time you get this place going again, it's February or March, and then it's April and May, and we've lost 6 or 8 months.

Mr. MOTTOLA. We can use all the support we can get. The Secretary's interest in commissioning the committee was to have some material available that would inform the reauthorization process, among other things, and also a primary purpose is to inform our funding guidance to Head Start grantees for fiscal year 1994, which we feel obligated to get out just as early in the fiscal year as we can.

So all of these things are working together, I think, to move the schedule to produce.

Senator DODD. Well, good. I am glad to hear you say that, and again, I appreciate your presence here today. There may be some additional questions we'll submit to you in writing, but those are the basic ones that I had for you. And again, I realize that a lot of what we are talking about here is the subject of the advisory committee's work, and we're all obviously very excited. We have some very good people on that committee, people who know and understand these programs very, very well. The people on this side of the table, and I'm speaking of the members here, including myself, are well-intended, but the real experts are the people who are hopefully going to give us some good, solid recommendations. So we look forward to that, and that is why there is some sense of anxiety about getting it as soon as we can so we can do something about it as well.

With that, I thank you for coming. I appreciate your patience this morning. We have kept you around for a long time, and I apologize for that.

Mr. MOTTOLA. My pleasure.

Senator DODD. Thank you very much, Mr. Mottola.

Our last panel, as I mentioned earlier, actually includes some members of the advisory committee, and it is a pleasure to introduce them this morning. You have already heard me reference Dr. Edward Zigler. He hardly needs any introduction to this committee or to most people in this room. He is one of the founding fathers of Head Start and the premier authority on early childhood programs. Currently, he is the Sterling Professor of Psychology and di-

rector of the Yale Bush Center in Child Development and Social Policy. He has written a history of Head Start in his book, *Head Start: The Inside Story of America's Most Successful Educational Experiment*. But he has never stopped thinking about what direction the program should take in the future, and he has laid out a blueprint in his latest book, *Head Start and Beyond: A National Plan for Extended Childhood Intervention*.

Ed, I haven't had the chance to say this in public, but I was blown away to open up the book to see that you had dedicated it to me. I have received a lot of nice honors, not the least of which is my most prized possession which I keep in my office—not including, obviously, photographs of my family—my award from the National Head Start Association. It is one thing to be known as a good legislator for a year, but to be "Senator of the Decade" was a little overwhelming. But next to that, to have you dedicated your book on Head Start to me is something I will cherish forever, and I want you to know that. So I am deeply honored to have you with us this afternoon and deeply appreciative of that gesture.

Sarah Greene is the chief executive officer of the National Head Start Association. She has a wealth of experience in Head Start, as most people in this room know, having begun working in the program as a teacher in 1969 and moving through the system to become an education coordinator, director, and executive director of Head Start, Community Action Agency in Manatee County, FL. She is going to give us the Association's views on how to strengthen Head Start programs. And Sarah, you are also someone who just knows this program so well and been involved for so long.

Lisbeth Schorr is no stranger to this subcommittee, having testified at our hearing on the last reauthorization. She is the director of the Harvard Project on Effective Services, and is well-known as the author of the book, *Within our Reach*. She will give us some of her thoughts on how to implement Head Start more effectively and deal with quality issues. Lee, we thank you for coming out this afternoon.

And Curtis Weeden is vice president for corporate contributions with Johnson and Johnson Company. We thank you immensely for this brochure, which is a very handsome piece of literature, I might add. Mr. Weeden has a long history of working with major corporations in the fields of corporate philanthropy and social responsibility, as well as acquisitions and business start-ups. He will describe a public-private partnership that seeks to improve Head Start quality by providing management training to Head Start directors. The two directors we heard from earlier today have both participated in the program, and you have already heard me talk about how we might take that concept and bring it home to some of the areas in which these programs exist.

This is a very distinguished panel of people who have contributed significantly to Head Start, and to have a hearing on this issue and not include you would be not a hearing at all, in my view.

Ed, we'll begin with you, and welcome you once again to a familiar setting.

STATEMENTS OF EDWARD ZIGLER, STERLING PROFESSOR OF PSYCHOLOGY, AND DIRECTOR, YALE BUSH CENTER IN CHILD DEVELOPMENT AND SOCIAL POLICY, NEW HAVEN, CT; SARAH M. GREENE, CHIEF EXECUTIVE OFFICER, NATIONAL HEAD START ASSOCIATION, ALEXANDRIA, VA; LISBETH B. SCHORR, DIRECTOR, THE HARVARD PROJECT ON EFFECTIVE SERVICES, WASHINGTON, DC, AND CURTIS G. WEEDEN, VICE PRESIDENT FOR CORPORATE CONTRIBUTIONS, JOHNSON AND JOHNSON, NEW BRUNSWICK, NJ

Mr. ZIGLER. Thank you, Senator Dodd.

My professional life has been closely entwined with our Nation's Head Start program for almost 30 years—and I was here 29 years ago. From this background, I can state with confidence that Head Start was constructed on an excellent conceptual base. Its whole child approach and commitment to involving parents and strengthening families have come to define the components of effective intervention.

Over 12 million poor children have entered school healthier and better prepared to learn as a result of Head Start. Their parents have gained a brighter outlook on life, received some needed support services, and many have procured jobs or training through Head Start.

Now that Head Start has finally earned recognition as a sound investment and received funds for long-awaited expansion, some critics have cried foul. They call the project a scam, a national boondoggle that is wasting precious tax dollars. They think Head Start should guarantee children a high school diploma and keep them out of jail and off the welfare rolls. How could it?

Head Start is not a miracle drug that will immunize children from exposure to poverty. Graduates of good Head Start and other programs certainly do better than they would have without the experience, but they are still poor when they enter school and will not all have good outcomes.

So what does Head Start accomplish? Several hundred studies show that Head Start graduates are readier to learn when they begin school, so that Head Start is certainly a success in terms of its overriding goal as well as the current national education goals.

But Head Start is a comprehensive program and undoubtedly benefits other areas, such as physical health, socialization, family functioning, and the children's siblings. Yet little research has been done to ascertain these effects.

Because of the program's broad scope, I believe we might find benefits that are more extensive and lasting than even those reported by the Perry Preschool, which had amazing success in keeping some children in school and out of jail.

Head Start has also been attacked for quality problems. But this time, I am afraid the critics are correct. Quality has always been a problem in Head Start. The program started off so big and so fast it was dubbed "Project Rush-Rush." Years of inadequate funding have strained the abilities of many centers to deliver services in the manner intended. Recent expansion has been so rapid and unplanned that it exacerbated existing problems and created some new ones.

What is wrong with Head Start? In many centers, absolutely nothing. But some of the almost 1,400 Head Start programs are barely adequate. Specific problems plaguing Head Start include the following. The most experienced teachers earn an average wage of about \$15,000, and those with less tenure average \$12,000. While only 30 percent of Head Start centers experience turnover, the rate of turnover in these centers is higher than 60 percent.

With the low pay offered, not even half of Head Start have college degrees. Social service staff have average caseloads of more than 94 children. The recommended caseload should be about 30, with 20 being even better. Some Head Start centers in this country have caseloads of 500 families.

Regional office staffing has downsized over the past 12 years and is not up to the task of efficient oversight and management. A former regional director complained to me that his travel budget declined more than 90 percent between 1978 and 1992, and oversight staff decreased from 50 to 12 people.

Responsibility for health care in Head Start was stupidly moved to the Division of Maternal and Child Health, leaving a void in leadership for this vital program component. Today as we meet, there is no health director of the national office. Mental health services in Head Start remain inadequate.

These and other problems are making Head Start less effective than it can be. Fortunately, both President Clinton and Secretary of Health and Services Donna Shalala have vowed to help Head Start improve quality and to proceed with expansion in a more thoughtful manner. They are to be commended for not stonewalling on these issues, but facing them head-on.

The huge expansion desired by the President and the Congress will now be guided by the Advisory Committee on Head Start Quality and Expansion. But I shall not mince words, Senator—for this to happen, for us to do what we know we have to do, more money is necessary. I do not see the figure that has come out of the House of \$500 million up to the job that needs to be done.

However, given the receptivity of the current administration and your own leadership here in the Senate, I am confident that the eventual result will be a bigger and better Head Start and a realization of the dream the planners, of which I was one, held for our Nation's poor children and families.

In conclusion, I would suggest to you that you dust off the wonderful 1990 statement that you made about what is needed; you knew in 1990 what was needed, and I think you know what is needed today. What I am fearful of is that now that we have an administration that wants to do the right thing by the Head Start program, the Congress will not provide the kind of money that will be required if the recommendations of our committee are followed.

Thank you.

[The prepared statement of Mr. Zigler follows:]

PREPARED STATEMENT OF EDWARD ZIGLER

My professional life has been closely entwined with our Nation's Head Start program for almost 30 years. I was a member of the original planning committee and was the federal official responsible for the project in the early 1970's. I have conducted many studies and analyses of Head Start and have produced three books on the topic. I chaired the 15th Anniversary Committee to make recommendations for

the future. Today I sit on ACYF's Research Committee and the new Advisory Committee on Head Start Quality and Expansion in HHS.

From this background I can state with confidence that our national Head Start program was constructed on an excellent conceptual base. Its whole child approach and commitment to involving parents and strengthening families have come to define the components of effective intervention. By now over 13 million poor children have entered school healthier and better prepared to learn as a result of Head Start. Their parents have gained a brighter outlook on life, received some needed support services, and many have procured jobs or training through the project.

Now that Head Start has finally earned recognition as a sound investment and received funds for long-awaited expansion, some critics have cried foul. They call the project a scam, a national boondoggle that is wasting precious tax dollars. They claim there is no evidence that Head Start's benefits last beyond the first few years of school. Why should we expect them to?

Social scientists have not yet invented an inoculation that will protect children from exposure to poverty. They never will. The best preschool program in the world cannot overcome the effects of poor nutrition and health care, substandard schools, negative role models, and family dysfunction. Graduates of good Head Start and other programs certainly do—better than they would have without the experience, but they are still poor when they enter school and will not all have good outcomes.

So what does Head Start accomplish? Several hundred studies show that Head Start graduates are readier to learn when they begin school, so the project is certainly a success in terms of its overriding goal as well as the national education goals. But Head Start is a comprehensive program and undoubtedly benefits other areas such as physical health, socialization, family functioning, and the children's siblings. Yet little research has been done to ascertain these effects. Comparisons with the Perry Preschool, which had amazing success in keeping some children in school and out of jail, may make Head Start look like the poor sister, but the truth is these outcomes have never been studied for Head Start graduates. Because of the program's broad scope, I believe we would find benefits superior to those of the Perry project if we looked.

Head Start has also been attacked for quality problems, but this time I am afraid the critics are correct. Quality has always been a problem in Head Start. The program started off so big and so fast it was dubbed "Project Rush-Rush." Program Performance Standards were not even implemented until 1975, but by then some centers had already developed bad habits. Years of inadequate funding have now strained the abilities of even the better centers to deliver services in the manner intended.

Head Start enjoyed healthy funding during its early years. Then the Westinghouse Report delivered the unwelcome news that the achievement gains evident after preschool faded away during the elemental grades. The Nixon administration began to entertain plans to phase out the project, but Elliot Richardson, then secretary of HEW, managed to keep the experiment alive.

For the next decade Head Start barely maintained its funding level. Then the Consortium for Longitudinal Studies released findings that graduates of Head Start and other quality preschools were less likely to be placed in special education classes or held back a grade in school. The project received its first substantial budget increase and was placed in a "safety net" where it was spared reductions the Reagan administration imposed on other Federal programs. But Head Start relied on many of those programs for some of the services it provides. Modest budget increases did not fill the gaps and did not keep up with inflation. Actual spending per child fell by 13 percent during the 1980's, diminishing program quality. Although new monies arrived during the Bush years, the emphasis was on enrolling a greater percentage of eligible children. Expansion came so rapidly that it exacerbated existing problems and created some new ones.

What is wrong with Head Start? In many centers, absolutely nothing. But some of the almost 1,400 Head Start programs are barely adequate. Specific problems plaguing Head Start include:

- Lack of competitive wages. The most experienced teachers earn an average wage of about \$15,000. Sixty percent earn less, and those with less tenure average \$12,000. Only 30 percent of Head Start centers experience turnover, but their rate is higher than 60 percent.

- Poor teacher qualifications. With the low pay offered, not even half of Head Start teachers have a college degree. By 1994 at least one teacher in each classroom must have at least a CDA credential, but this is not enough. Who in this room would tend their child to a nursery school where teachers did not have college degrees and certification in early childhood education?

—Caseloads that are too high. Social services staff have average case loads of more than 94 children, three times the number recommended. Some have 500 or more.

—Inadequate monitoring and training and technical assistance. Regional office staffing has downsized over the past 12 years and is not up to the task of efficient oversight and management. A program director told me that she did not receive a site visit for 9 years. A former regional director complained that his travel budget declined more than 90 percent between 1978 and 1992, and oversight staff decreased from 50 to 12 people.

—Erosion in health services. Responsibility for the health component was stupidly moved from the national Head Start office to the Division of Maternal and Child Health. This not only leaves a void in leadership for this vital element but is contrary to the philosophy of an integrated services program. An important part of health is mental health, especially today when children face violence and fear in their daily lives. A mental health module must be developed to address this need.

These and other problems are making Head Start less effective than it can be. Although 25 percent of expansion funds are reserved for quality improvements, staff must concentrate most of their time and energies on soaring enrollments. Head Start was supposed to add 100,000 children and 5,000 classrooms this year alone. Although I am all for serving more children, I am just as concerned about serving them all well.

Very fortunately, so are President Clinton and Secretary of Donna Shalala. Both have vowed to help Head Start improve quality and to proceed with expansion in a more thoughtful manner. They are to be commended for not stonewalling on these issues but facing them head-on. The huge expansion desired by the President and the Congress will now be guided by Advisory Committee on Head Start Quality and Expansion. But I am confident that the result will be a bigger, better Head Start and a realization of the dream the planner's of which I was one held for our Nation's children and families in poverty.

Senator DODD. Ed, we thank you once again. You don't just come here to waste time; you tell us directly how you feel, and that is critically important. I wouldn't want it any other way.

Sarah, thank you for being here.

Ms. GREENE. Thank you, Senator Dodd. I want to begin by expressing the appreciation of the Association to you and your committee for hosting this hearing and certainly for your dynamic and compassionate leadership throughout the years in supporting Head Start, and particularly leading the reauthorization bill that did address so many quality issues.

I think the first panel has done a very able and ample job in articulating how and why Head Start works, so I would like to defer to my paper which contains many discussions in that area, and really talk about the quality issues and what is needed to address them.

But prior to doing that, I just want to mention that overall, Head Start is doing what it is supposed to do, that is, providing developmentally appropriate activities that enhance social competence and language development. That is what we are supposed to do, and that is what we do well.

We know that not only by some research, but definitely by the students who graduate from Head Start and from the parents. In 1992, during a Head Start conference of some 1,500 parents, over 800 participated in an open forum, talking about quality issues in Head Start and what works and what doesn't work. And I have a document this thick that contains those comments. I have done short excerpts from some of those statements, and I would like to just read one or two and then talk about the quality issues.

On parent said: "I thank Head Start for the opportunity to let me gradually work up to where I am today. Also, in the rhetoric

of everyday life, my husband constantly reminds me that he doesn't have a handbook for marriage or for raising kids, and I thank Head Start for giving us a handbook that helps us with every aspect of life we face. I have teachers pushing me to set my goals and trying to reach them. You speak of quality. I think the quality of the program is that I know that I can send my child out to Head Start, and even though I can't face the day with a smile, one of the teachers can give a smile to my child in the morning when I can't. I thank them for that. That is quality."

"I would also like to say that I am thankful that I have the opportunity to serve on the policy council and express my feelings about someone saying, 'You don't have what it takes to be there.'"

Another parent said: "One thing I want to testify is that I thank God for the program. I had a special needs child who was delayed in social development skills. He went into the program this summer, and he blossomed by the end of the year. He can look you in the eye and communicate to you effectively. One of the things that the Head Start program did that created that growth was simply giving him the opportunity to socialize with other children his age. They took him on many field trips; twice a week, they went swimming; out to eat—and that was what my son needed at that particular time. I thank God they asked me to serve on different committees. I think I will make a difference in my community."

I also have a page at the end of my testimony from Head Start students. We often get letters from former Head Start graduates and parents telling us of the successes of their children, and they acclaim Head Start as the reason for that kind of success.

One parent recently sent a letter and an invitation to her child's graduation in Waycross, GA. She stated in that letter that after 23 years of integration, her child is the first black to finish as valedictorian. She credits Head Start for giving her the encouragement to follow that child through school and to understand parenting skills and be there for that child.

Another former Head Start student wrote to us. Her name is Jackalynne Fletcher. She is a former Head Start child at Miami Valley Child Development Center in Dayton, OH. She graduated from law school in 1993, and she plans to receive her master's degree in business administration and then attend the JGA program as a naval lawyer. And it continues, and the list goes on.

I now want to talk about the quality issues. As you said in your earlier statement, and it has been articulated often, the Head Start people, the staff and the parents, have articulated these for some 20 years since we have had an organization. And we thank goodness that a bipartisan Congress again under your leadership listened to us. The administration, particularly in the past 12 years, has not. We are hopeful that this administration and the Congress will do that.

I have categorized four areas of quality issues and what is needed to correct them. The first one has to do with program flexibility. It is something that the law currently allows programs to do, but do through pressures of other emphases in the past where we have been unable to do them. It isn't a mystery. It doesn't take a lot of money to solve this issue, but it is one all programs face. That is, local autonomy to design your program with the kinds of costs you

need, the kind of staff structure you need to be effective in your community. You have that right now, but it has been taken away from us.

For example, many programs have working poor parents who need full-day. We have been discouraged from using our funds to add on to the number of hours and days per year that we need. The current law allows us to do that. And instead of adding new children, why not let programs use their community needs assessment, use the community involvement that we have in terms of determining what we need, and just do it? It isn't new money that is needed, it isn't a new law; it just takes a nice written letter from the Secretary of HHS saying we support Head Start programs and designing that program around your local needs.

The average cost nationally right now is about \$3,400 per child. There are many programs operating far below that, and that prohibits them from operating a quality program. When they try to say, "I don't need to add children; I need to increase my cost per child so that I can provide more comprehensive services," often-times they are in a debating or a negotiating mode with the regional office. That should not be. If the law allows us to design those programs locally around our needs, then you should be able to use the kind of costs you need to do that.

So the first category has to do with flexibility issues that would allow programs to address their needs. That only calls for a strong commitment from the regional offices, the administration, and certainly the Congress, saying allow programs to do that.

The second category does have to do with additional funding, and that pertains to the facilities and transportation needs of the Head Start program. These are very complicated and very costly issues, and I think some attention needs to be paid to either special dollars, set-aside or one-time funding to help programs address that need. Sure, being able to purchase facilities is helpful, but being able to construct would go much further. Facilities are not there in the community anymore; those that are there cost us fair market rate. For 20-some years, we have poured millions of dollars into renovations, and we need to stop that and have facilities that our children and our parents can be proud of.

The last area has to do with those programs that are operating in a poor quality mode. We in Head Start have been the first ones to say we don't want that; it is bad for the children and the families; it is bad for those of us who are operating good programs. All that is needed, number one, is for the administration to be firm. There has been too much laxness in terms of dealing with those issues head-on, and I think something needs to be done to do that and to get new grantees into those areas.

Also, the program and the delegate agencies operating under a grantee that is not operating effectively have no way to change. The law needs to be changed so the delegate agencies can petition to ACYL or the Federal Government to change grantees if they see they can operate more effectively, or if they for years have suffered under one that is not doing well. Right now, they cannot do that. The law is too stringent and too time-consuming to make a change.

The last thing I want to say is that as Head Start needs better management, more training, and more staff, so do the Federal and

regional staff and the administration. While we have doubled and tripled in size, their capacity to handle Head Start in terms of monitoring, assistance, and T and TA, and staff numbers has gone down tremendously. There is no way you can have a quality program operating locally and at the Federal and regional levels, it is not that way. Those are areas that have affected us in a quality way.

I would like to point your attention to these issues and more that are in this document. Also, over a year ago, the Association did a study on the use of the quality money in the 1990 reauthorization, and there are some wonderful examples of what has gone on in here, stories that are just unbelievable. After 26 years, some programs are just being able to offer health services, others are just being able to add support staff. So we have the evidence, and we have the know-how. We just need the support to be able to do it.

Thank you.

[The prepared statement of Ms. Greene follows:]

Prepared Statement of Sarah M. Greene

To the Honorable Chairman, Senator Christopher Dodd, and members of the Subcommittee on Children, Families, Drugs and Alcoholism, I am very pleased and honored to have been asked to testify at this hearing on "New Challenges for Head Start". I represent the National Head Start Association which is the membership organization of parents, staff, directors and friends of more than 1,900 Head Start programs and delegate agencies across this country.

We can, and proudly so, testify that Head Start provides a rich, stimulating and safe environment for children to first, be loved and expand their learning capacity at the pace in which they are most comfortable. Children, many for the first time in their lives, are listened to, provided individual belongings, and engage in social interaction. They open up their minds and hearts for learning.

Classroom teachers tell us of the astonishing progress of children who begin in the program often times withdrawn, and non-responsive, many display disruptive behavior, and have other serious problems.

Sam Sava, Executive Director of the National Association of Elementary School Principals, appeared at a press conference with the National Head Start Association recently. He heralded Head Start as the reason thousands of children enter kindergarten ready to learn. In a poll taken of those principals, over 90 percent said Head Start should be fully funded because they see a vast difference between the children that come into their schools with the Head Start experience and those that have not. He further stated, "there is a noticeable difference in the Head Start parents when they enter the public schools also. They ask questions, and become involved in the school's activities."

Head Start parents tell us they see a difference in their children after a short period of time in Head Start. They tell us, their eating habits improve, they are more inquisitive and responsive to adults, and learn so many self-help skills. Attached is a paper with brief excerpt from parents about successful Head Start graduates.

Parents and Head Start staff also benefit from the program. Many staff are neighborhood people or former parents, who would never have advanced their careers or even had one if it were not for Head Start. Here are a few direct quotes from parents, made during an open forum on "What Quality Means To Parents." Over 800 parents from around the country attended this session in December 1992 at the Annual Parents Conference in Atlanta, Georgia.

Quotes From Head Start Parents
December 1992

"To me quality of Head Start is visibility of staff, visibility in interaction. Not just the teaching staff, but all the staff, the Head Start director, the parent involvement coordinator. Visibility and interaction of the staff with the children and the parents."

"I thank Head Start for the opportunity to let me gradually work up to where I am today. Also, in the rhetoric of everyday life, my husband constantly reminds me that he doesn't have a handbook for marriage or for raising kids, and I thank Head Start for giving us a handbook that helps us

with every aspect of life that we face. I have teachers pushing me to set my goals and try to reach them. You speak of quality, and I think the quality in our program was that I know that I can send my child out to Head Start, and even though I can't face the day with a smile, one of the teachers can give a smile to my child in the morning when I can't. I thank them for that, that's quality. I would also like to say that I am thankful that I have the opportunity to serve on the Policy Council and express my feelings, without somebody saying, 'you don't have what it takes to be there.'"

"The program has really been outstanding for my family. This was my son's first year. He has some medical problems, but they really worked with him and our family. For example, when I first got in the program I could not read. I can now. I am not proficient at it, but I can read."

"I will say one thing, that no matter what, here, any place I've been, one thing I can say is that our staff at our facility are gods. They take a piece of clay and they mold it into a person. As far as I'm concerned you can't beat them, and I guarantee you we don't pay them enough."

"One thing I want to testify is that I thank God for the program. I had a special needs child who was delayed in social development skills. He went into the program this summer and he blossomed by the end of the program. He can look you in the eye and communicate to you effectively."

"One of the things that the Head Start program did that created that growth was simply giving him the opportunity to socialize with other children his age. They took him on many field trips, twice a week they went swimming, out to eat, and that was what my son needed at that particular time. I thank God they have asked me to serve on different committees. I think I will make a difference in my community."

Head Start does what it is suppose to do for poor children and their families. It may not do what uninformed, uninvolved critics think it should, but we do extremely well in providing an emotional climate to improve social competence and language development in our children through developmentally appropriate practices. These are the key ingredients that set the stage for school readiness. We do extremely well in helping parents understand the critical role they must play in their child's life and how to do this in a manner that promotes and enhances learning. Also, Head Start helps parents set personal goals and provides support, guidance and assistance in achieving them.

NHSA has been concerned, particularly over the last 13 years with the decline of attention to many quality issues of Head Start. Let me hasten to say, staff and directors who work in the programs and parents have openly, and honestly expressed increased difficulty in operating high quality programs. Every issue that is a part of the current discussion has been articulated time and time again. The only positive response we received was from a bipartisan Congress who under your powerful leadership, Senator Dodd, passed an unprecedented reauthorization bill in 1990. That bill contained a much needed quality set-aside for salaries and fringe benefits, requirements for monitoring, protection of the Performance Standards, Training and Technical Assistance and much much more.

The 1992 Quality Improvement Act is the second bill that addressed key quality issues.

Isn't it time to stop and pay serious attention to what we identify as barriers to providing quality service? We do not need to fall prey to those who criticize Head Start because, they do not want to see the President's initiative succeed, or poor people get the attention needed, or some other non-sensible reason.

Attached are two documents. One is a summary of quality issues and what needs to be done and the other is a report on the impact of expansion and the Improvement Action of 1990. Both prepared by the National Head Start Association.

Thank you for attentively listening to me. On behalf of the more than 700,000 poor children in Head Start, and 2 million unserved, I solicit your help to fully fund Head Start with appropriate and adequate attention to the quality issues outlined in the document.

Sarah M. Greene
Chief Executive Officer
National Head Start Association

Head Start Success Stories July, 1993

Cynthia Watson, former Head Start child, graduated from Lorenzo High School, Lorenzo, Texas, with many honors. She states, "Head Start has followed me all through life, educationally, and life in general, giving me many opportunities that I might not have had without the creation of Head Start."

Cynthia's sister, Sharon Watson Sternes, graduated from the Arts and Sciences Department at Texas Tech University as a Political Science/Pre-Law major with a minor in Sociology, and is working on her Masters. Cynthia thinks, "Head Start is very meaningful to me. It is just what it says: a head start. I probably wouldn't have made it this far without the help of Head Start. I am proud to say that Head Start is an inspiration in my life today and in my future."

Cindy Shaw, former Head Start parent, worked as a secretary in the Payette, Idaho, Head Start Center. She followed her ambition to become a nurse, and is now the Health/Mental Health/Nutrition Coordinator. She said, "I look forward to encouraging other parents. Their dreams are within reach with time, persistence, and the skills they learn as Head Start parents."

Jackalynne Fletcher, former Head Start child at Miami Valley Child Development Center, Dayton, Ohio, graduated from law school in 1993. She plans to receive a masters degree in Business Administration, and then attend the JAG program as a Naval Lawyer. Jackalynne said, "Attending a Head Start center meant a great deal. At an early age I was encouraged to achieve and set goals. I remember they encouraged us to listen and to grow up to be ready for kindergarten. That was a goal. I was introduced to reading, writing, and flash cards and lots of activities centered around learning.... It was a great experience and I hope that experience will be extended to other children like myself."

Her mother and former Head Start parent, Karen Fletcher, has recently earned a Bachelors Degree at Miami University in American Studies and Anthropology. All three of Karen's children attended Head Start.

Jackalynne's sister, Jarralynne, graduated from Fisk University in 1991 with a Bachelors Degree in Psychology and Journalism. She will graduate in June 1993 with a Masters Degree in Psychology. Her brother, James, will receive his Bachelors Degree in History in May 1993 from Alcorn State University in Mississippi.

Seronda Arlette Jackson graduated in 1993 as the first Black Valedictorian from Coffee High School in Douglas, Georgia.

HEAD START QUALITY AND EXPANSION

We commend President Clinton and Secretary Shalala for their leadership in establishing a national committee on Head Start Quality and Expansion. The Head Start community and its supporters at long last are hopeful that quality issues we have discussed and "put on the table" for over a decade will be examined and most importantly, addressed.

It is our sincere expectation that after a careful examination of Head Start and the issues affecting the quality of the program, that a plan is implemented to make necessary changes as smoothly and as quickly as possible. The changes must not interrupt services to children and their families.

We must keep in mind, the issues of quality that negatively impact Head Start are not new. They have been raised time and time again. We do not need to make abrupt changes or overhaul the program, but correct the existing problems. They are solvable. We offer the following recommendations:

1. Issue: Staffing

Problem: The staff structure of many local Head Start programs does not meet the demands of providing comprehensive services to children and families. (not enough staff) example, one coordinator is responsible for 2-3 components.

Solution: Design an appropriate suggested staffing pattern that can be used nationally. Programs must provide justification to vary.

How to implement: Examine staffing patterns of existing high quality Head Start and early childhood programs to develop suggested structure. Programs should not expand until appropriate structure is attained. The appropriate HHS official would issue suggested structure through a letter of guidance.

Problem: Salaries and fringe benefits vary across programs. Too many staff are paid far below local comparable wages. This creates less attraction to the job, retention problems, and underqualified staff.

Solution: Require fringe benefits for employees to include at a minimum, major health, life, 34 retirement.

How to implement: Add fringe benefits requirement to existing regulations in the 1994 reauthorization. Request programs to send in wage comparability study with grant application. Programs should not expand to serve additional children until salaries and fringe benefits fall within the wage study.

2. **Issue: Program Options**

Problem: Local programs have not been provided the opportunity to address local needs through expansion.

Solution: Programs must have the flexibility to expand the number of hours of service per day, as well as number of days per year.

Programs must have the flexibility to serve children ages 0-3.

Programs must have the flexibility to increase cost per child to a rate that is adequate to provide quality service.

How to implement: Clearly state in the funding guidance that these are program options. Encourage programs to design services around the needs of families. Require regional office staff to allow local program to exercise options based on CNA.

3. **Issue: Coordination/Wraparound**

Problem: There is a lack of national guidance or authority to mediate barriers to successful coordination of services to children and families.

Solution: Provide T&TA in all areas of coordination including: fiscal management, use of Head Start dollars, long range planning, etc.

Solution: Increase Head Start guidelines to 133% of poverty.

Solution: Consolidate regulations

How to implement: Establish a small group of representatives from appropriate federal agencies to assess the problems and draft training plan. Work with other federal agencies to establish waivers or other means of resolving barriers.

Include increasing Head Start's income guidelines in the 1994 reauthorization bill.

4. **Issue: Training**

Recent expansion calls for the training of large numbers of additional staff. The needs of Head Start children and families and the management of programs are becoming increasingly complex, putting new demands on staff skills and experiences. Also there are new initiatives in the early childhood and family support field regarding professional development.

CONSIDERATIONS FOR EXPANSION

- I. **Planning:** Head Start programs must be afforded ample planning time for expansion without the penalty of losing funds. Programs must be allowed time to plan and provide the needed resources to expand with quality.

- a. Special one-time condition must be given to allow some funds to be used for planning.
- b. Special one-time intensive training must be conducted with newly recruited staff.

- c. Two year funding is needed to allow time for effective implementation of expansion.
- d. Many programs will need to hire a "planner" to assist with a very large expansion to:
 1. locate and negotiate for facilities
 2. design new staff structure to include administrative as well as field staff
 3. upgrade facilities and improve playgrounds.
 4. purchase needed technology for present day operation.
 5. recruit and screen new staff.

II. Expansion should only be competitive in new or unserved areas.

III. Programs must be allowed to serve as many children as determined eligible in their local community or service area. If funds can not be used in a service area, other Head Start programs or services areas in the state should have an opportunity to apply for those expansion funds.

IV. Federal Staff

- a. The structure of the Federal administration of Head Start should be designed to assure direct communication and supervision of regional offices.
- b. Regional and National Federal staff must be expanded to adequately administer Head Start programs. Thorough and consistent training must be provided.
- c. Timeliness of grant awards will be essential.
- d. Development of a T&TA document on expansion is needed immediately.
- e. Assure that the Head Start monitoring system addresses expansion needs.

V. Head Start Must Remain A Federal To Local Program

The single most contributing factor to the 27 years of success of Head Start is the local autonomy of programs. The involvement of local parents and local citizens in all major decisions about the program is important and unique to Head Start. Decisions such as the basic design of the program, budgeting matters, and the curriculum are but a few examples. This type of involvement makes both parents and local citizens feel needed and a sense of ownership about the program. It allows the needs of the local community to be addressed.

VI. Protection Of Head Start Performance Standards

Head Start is the only early childhood program that has national standards that all programs must meet. Programs must have high standards to ensure that quality services are provided.

VII. Assessment And Monitoring Of Programs

Equally as important as meeting national standards, Head Start programs must have periodic monitoring. The federal government removed this provision in 1986, but the Head Start community fought diligently to restore this requirement in the 1990 legislation.

VIII. Continuation Of The Quality Set-Aside And Cola

A Salary Survey and the Silver Ribbon Panel Report conducted by NNSA revealed a large percentage of Head Start employees with an average of 10 years of experience were making \$10,000 a year.

IX. Full Funding

There should be adequate funding to enroll every eligible child in a Head Start program over a phased-in period of at least seven years.

Problem: Although the training and technical assistance effort has been a source of pride for the Head Start community, there is currently very little information regarding the effectiveness of the system. A formal evaluation has never been conducted. The current system consists of a decentralized variety of approaches. Relatively little guidance is provided to programs on assessing need, developing training plan, accessing resources and coordinating or building local training capacity, particularly on special topics. Although Head Start programs are guided by program performance standards, there are no professional standards for staff development. As Head Start grantees staff become more informed and versed on current programmatic and management issues, federal staff have little opportunity to expand their skills needed to monitor and provide appropriate technical assistance.

Solution: The current Training and Technical system provided through national and regional contracts must be evaluated. Guidance must be provided to local programs in use of the T/TA funds granted directly. Quality indicators for all program component staff should be developed. (Several ACYF task forces have suggested professional standards for staff.)

Implementation: A task force on training and technical assistance should be launched to evaluate current training approaches and identify areas of training that will assist grantees as they look toward shaping the future of Head Start.

5. Issue: Assessment/Review of Head Start-Grantee Relationship

Problem: When there is a need to sever the grantee/Head Start program's relationship, the current regulation is too stringent, time consuming and costly.

Resolution: Establish reasonable timelines for grantees to become in compliance with the performance standards. On-going monitoring and T&TA should be provided.

Write regulations that would allow a program the option to change grantees when there is proven evidence that it could operate in a more cost effective quality manner.

INTRODUCTION

Investing In Quality

This report was spawned by conversations with numerous Head Start directors across the country in the fall of 1991 in which they enthusiastically described the impact of the 1991 funding on their programs. In the first year of the new Head Start legislation, these directors were reporting the kinds of benefits envisioned by the many people who worked on the Head Start reauthorization the previous year. At the National Head Start Association, we recognized that wonderful things were happening in communities across the country, but there was no mechanism for capturing them. We knew it was important to study and share the impact of that landmark legislation and so the Head Start Impact Study was launched.

It was equally important to conduct this study to particularly share with members of congress. We wanted to express thanks for their vote of confidence in addressing the needs of programs as expressed by Head Start staff and parents. Further, the study will demonstrate that the funds were used as intended and that the quality of programs improved.

A simple survey questionnaire was designed and sent to programs, and more than 300 program directors took the time to respond. Their responses are the basis of this report. Their comments give human dimension to the policy and political decisions made in Washington, D.C. The Head Start Expansion and Improvement Act clearly made a substantial difference in their Head Start programs and in their communities.

Arvern Moore, President
National Head Start Association
June 1993

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INVESTING IN QUALITY: The Impact of the Head Start Expansion and Improvement Act of 1990 In Its First Year of Implementation

Executive Summary

"I feel my program has improved 100% because of the new money. Our program was great before on little funds -- but now we have an excellent program for families."
Kentucky Head Start Director

Head Start, the federally funded, comprehensive child development program for low-income preschool children, was reauthorized by Congress in the Head Start Expansion and Improvement Act of 1990 ("the Act"). This landmark legislation authorized

sufficient funding to serve all eligible children by 1994 and contained numerous provisions to strengthen program quality. The most significant quality improvement provision earmarked a percentage of all new funds for quality improvements, including salary increases (at least one-half of quality funds were required to be used for this purpose), additional staff, training, facility renovation, transportation, and supplies/equipment. Congress increased Head Start funding by \$399.8 million in FY 1991, the first year of the new legislation. Under the provisions of the Act, \$195.2 million of this increase was earmarked for quality improvements; \$200 million was available for expansion.

The Department of Health and Human Services (DHHS) reported in its January 1992 Head Start Fact Sheet that Head Start enrollment increased by 42,541 children in 1991, to a total of 621,078. In this first year of the new legislation, DHHS also reported that Head Start employment increased by 2,131 staff, the number of volunteers increased by 95,037, the number of Parent and Child Centers increased by 69 programs, and the number of Head Start grantees increased by twenty-five agencies. However, DHHS did not report on the specific impact of the quality improvement provisions on local programs in its Head Start Fact Sheet.

In order to assess the impact of this element of the legislation, the National Head Start Association (NHSA) surveyed Head Start programs in the fall of 1991. The Head Start Impact Study was mailed to approximately 1,800 agencies, and responses were received from 314 agencies. The responses represented approximately 17% of the Head Start agencies and 19% of Head Start enrollment.

The 314 programs reported that, on average, funding increased by \$189,572, a 20% increase, and enrollment increased by 39 children, a 10% increase. Program directors expressed great satisfaction in being able to serve more children and to bring Head Start services to previously unserved communities. Directors also mentioned that they still had sizable waiting lists.

The programs reported that they used the new money to increase staff salaries by an average of 7%. Many also reported using funds to add, improve, or maintain staff benefits such as health insurance or retirement. Directors reported that the improved salaries had a positive effect on staff morale, recruitment, and retention. However, a number of directors commented that even with the additional salary funds, their staff salaries were still too low. Others mentioned the difficulties they faced dealing with the rapidly increasing costs of employee benefits.

The Act allows the use of Quality Improvement Funds to add staff for existing services. The programs reported adding 659 staff with quality funds. Of these 659 staff, 39% were in the education component; 42% of the new positions were in the components which comprise Head Start's comprehensive services: Health (15%), Parent Involvement (9%), and Social Services (18%).

The 314 programs reported renovating 639 new and existing classrooms in 1991. This finding can be projected to more than 3,300 classrooms nationwide, more than 10% of all Head Start classrooms in 1991. The programs also reported adding 85 portable classrooms and renovating 375 playgrounds.

The results show that significant improvements were made in the first year of the new legislation. Salaries were increased, benefits added, component staffing improved, classrooms and playgrounds renovated, and administration strengthened. However, closer analysis indicates that there is still much to be done. In order to continue the quality improvements begun in 1991 the following is required:

- Head Start funding must continue to increase significantly each year -- 25% of each year's increase will be used to increase quality in the existing program; and

- New Head Start slots must be funded at a level that allows for high-quality services in all components.

IMPACT OF THE HEAD START EXPANSION AND IMPROVEMENT ACT OF 1990

"I feel my program has improved 100% because of the new money. Our program was great before on little funds -- but now we have an excellent program for families."-- Kentucky Head Start Director

In 1990 Congress enacted the Head Start Expansion and Improvement Act of 1990 ("the Act"), which reauthorized the Head Start Program through 1994. The legislation was widely hailed as a landmark because it authorized funding sufficient to serve all eligible children by 1994. Equally important, it contained provisions to strengthen the quality of services to children and families by reserving a portion of all new funds for quality improvements.

The \$399.8 million increase for Head Start in 1991 was the largest in Head Start's twenty-six year history, bringing total funding to \$1.9518 billion. The Act allocated \$195.2 million of this increase (10% of the total 1991 appropriation) for quality improvements, and \$10 million for Training & Technical Assistance, with the remaining \$200 million reserved for expanded enrollment. In the Fall of 1991, the National Head Start Association surveyed Head Start programs nationwide on the impact of the 1991 funding increase and quality improvement provisions.

Background

Since its founding in 1965, Head Start has provided comprehensive child development services to more than twelve million low-income preschool children and their families. With a firm commitment to involving parents in all aspects of the program, local Head Start agencies provide a broad range of services including early childhood education, health and social services.

Head Start is administered by the Administration for Children, Youth, and Families (ACYF), Administration for Children and Families (ACF), Department of Health and Human Services (DHHS). Grants are awarded by the DHHS Regional Offices and the ACYF Native American and Migrant Program Branches to local public agencies, private non-profit organizations and school systems for the purpose of operating Head Start programs at the community level.

In the twenty-five years since its inception, Head Start had grown from a six-week summer program with budget of \$96 million to a full-year (9 month) program with a \$1.552 billion budget. The 1,283 Head Start grantees (agencies receiving funds directly from the federal government to operate Head Start programs) and approximately 500 more "delegate" agencies enrolled more than 540,000 children as the nation celebrated Head Start's "Silver Anniversary." By 1990 Head Start had a proven record of success and was universally recognized as a program that "worked". Numerous studies unequivocally demonstrated that children who attended Head Start were in better shape (social development, health, performance on standardized assessments, etc.) than their peers who did not attend Head Start. Moreover, carefully designed longitudinal studies of comprehensive, high-quality preschool programs revealed that the benefits of such programs were significant and long-lasting. Yet despite its track record, three out of four eligible children were still denied access to Head Start because of inadequate funding.

There was widespread support for extending Head Start services to all eligible children as Congress considered the reauthorization of Head Start in 1990. Business leaders, educators, governors, policy experts, and parents were in agreement that the well-being

of America's at-risk preschool children and America's future productivity demanded fully funding Head Start. However, these same supporters also agreed that significant steps must be taken to assure the quality of the Head Start program.

During the 1970s and 1980s Head Start programs suffered through hostile or indifferent administrations, inflation, and cutbacks against a backdrop of declining communities and increasing need. In spite of strong community support and dedicated staff, many programs found it increasingly difficult to meet the needs of Head Start children and families and provide the services required by the Head Start Program Performance Standards. An analysis by the High/Scope Educational Research Foundation revealed that real funding per child, adjusted for inflation, *declined by 13% from 1981 to 1989*. Never well funded, Head Start programs were hard hit by the pressure to *serve more children with less resources*.

By 1990, this inadequate funding threatened program quality in a variety of ways:

- Near-poverty level wages made it difficult for programs to recruit and retain trained staff. A 1988 study by ACYF revealed that 47% of Head Start teachers earned *less than \$10,000 per year*.
- Many Head Start centers were located in inappropriate, run-down, or potentially unsafe facilities. For example, a study by Mississippi Head Start Directors indicated that 25% of the centers in the state needed to be *replaced*.
- Many programs were forced to eliminate or combine family support positions (Parent Involvement & Social Service staff) in order to reduce or contain costs.
- Funds for Training & Technical Assistance as a percentage of the Head Start budget declined from 5.4% in 1971 to 2% in 1990.

The Head Start community realized that this erosion cheated children and families and threatened the entire Head Start program. Acting upon an initiative by the National Head Start Director's Association, the National Head Start Association established an ad hoc committee in the fall of 1989 to address the program quality issues caused by low salaries and inadequate funding. The committee oversaw the establishment of a lobbying capacity within NHSA's Alexandria office, collected data on the impact of declining funding on local programs, mobilized the Head Start community, and launched an aggressive public education campaign on conditions in Head Start.

Concerned about the effect of such erosion on service delivery, Congress took steps to strengthen the program. The Act of 1990 was designed to assure that all eligible children had access to high-quality Head Start services by allocating funds for expanded enrollment and quality improvement.

Key elements of the Act of 1990

- Funding authorization sufficient to serve all eligible children by 1994.
- Quality reserve provisions which earmarked a percentage of new funds each year for quality improvements in existing services. The Act further required that at least 50% of the funds reserved for quality improvements be used to increase staff compensation. In 1991, 10% of the total appropriation was earmarked for quality improvements. In subsequent years, not less than 25% of the increase after inflation must be used for quality improvements.
- A permanent mechanism for increasing Training & Technical Assistance funds to keep up with program growth, earmarking 2% of all funds for Training & Technical Assistance.

- Increased services to infants and toddlers by doubling the funding for Head Start Parent and Child Centers.
- A major new demonstration project, the Head Start Transition Project, to continue the Head Start approach into the early grades of elementary school.

Congress increased funding by \$399.8 million dollars in 1991, raising total funding to \$1.9518 billion, in the first year of this new legislation. This was the largest single-year increase in the twenty-five year history of the program and marked the first time that substantial resources were directed towards strengthening the program.

The annual Project Head Start Statistical Fact Sheet issued by DHHHS provides an overview of the impact of the new legislation and funding on Head Start nationally in 1991:

- Head Start enrollment increased by 42,541 low-income children.
- Enrollment in infant-toddler programs (birth to 3 years of age) increased by 1,276 children.
- Head Start employment increased by 2,131 staff. An estimated 36.1% of these new staff were current or former parents of Head Start children.
- The number of volunteers in Head Start programs increased from 799,000 to 894,037, an increase of 95,037 volunteers.
- The number of Head Start grantees increased from 1,321 to 1,342, an increase of twenty five agencies.
- The number of Parent Child Center Programs (serving children birth to 3 years of age) increased from 37 to 106, an increase of 69 programs.

The NHSA Impact Survey

The Head Start Fact Sheet illustrates the impact of the new legislation and funding, the Head Start Program overall, but it does not reveal much about changes at the local level. The National Head Start Association surveyed Head Start agencies in the fall of 1991 to collect information on the impact of the new legislation on local programs.

The NHSA Impact Survey (see Appendix A) was sent to all Head Start grantee and delegate agencies (approximately 1,800 agencies) with a cover letter requesting that the survey be completed and returned by mid-November. There were no additional mailings or telephone follow-up to agencies regarding the survey.

The survey was designed to provide insight into how programs used the new funds to expand enrollment, improve salaries, strengthen quality, and what effect these funds had on local programs and communities.

Three hundred and fourteen agencies (314), from forty-seven states and Guam, responded to the survey, (17% of total). Responses were received from all twelve Head Start regions (including Native American and Migrant Branch grantees). These agencies reported on overall enrollment of 102,800 children, representing 19% of the total 1990 Head Start enrollment. NHSA received responses from programs in 47 states, Guam, and the District of Columbia. Responses were not received from programs in Delaware, Hawaii, Iowa or Puerto Rico. The average 1990 enrollment of the responding agencies was 339 children, slightly larger than the national 1990 average of 300 children. Because of the overall number of responses, the number of children and states represented by the responses, and the similarity of the average enrollment of respondents to the national enrollment average, NHSA judges that the results of this summary are representative of the impact of the 1991 legislation on Head Start overall.

Funding and Expansion

"The expansion created the biggest stir -- we increased (by) 68 children. The quality improvement was wonderful. It gives us enough money to feel confident in our ability to compete for quality staff. Our parent involvement activities have been fantastic. Tell the folks on the hill thanks!!"-- Utah Head Start Director

Programs reported a 20% average increase in permanent funding in 1991, increasing from \$943,994 to \$1,113,556, an average \$189,572 increase over 1990 funding. These increases included funds designated for quality improvement (average \$129,011), training and technical assistance (average \$1,241), literacy (average \$6,081), and expansion. The largest percentage increases were reported by Native American Programs (average 38% increase) and programs in Region IX (31%) and Region X (30%); the smallest average increases were reported by programs in Region III (18%) [See Table 1].

Average enrollment of reporting programs increased by 39 children, from 381 to 420. The largest percentage increase were reported by Migrant programs (27%), Native American programs (24%), and programs in Region IX (22%). The smallest increases were reported in Regions I (6%), II (8%), and VI (9%).

Nearly all agencies reported that their programs expanded. This often included expansion to previously unserved areas, as reported by these Head Start directors:

"... a new center in a town which desperately needed services for years." (Massachusetts)... "(the) size of the program more than doubled. Services in two communities previously unserved." (Oklahoma)... "Able to begin services to an unserved county." (North Carolina)... "We were able to expand into areas that had not been served." (Ohio).

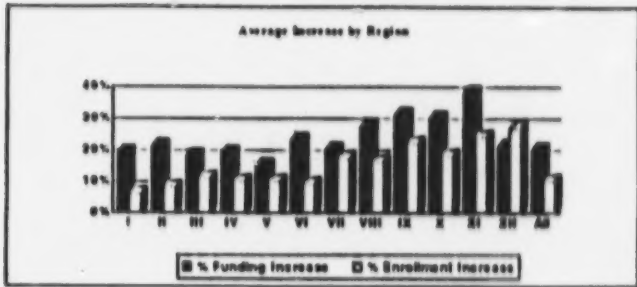
Table 1
Average Funding and Enrollment Increase by Region

Region	Programs Reporting	1990 Funding	1991 Increase	Percent Increase	1990 Enrollment	1991 Increase	Percent Increase
I	24	1,054,199	199,715	19%	274	16	6%
II	33	995,321	205,577	21%	289	24	8%
III	34	783,750	140,291	18%	283	30	11%
IV	45	1,147,267	217,395	19%	447	43	10%
V	54	1,358,068	209,161	15%	528	51	10%
VI	24	708,951	166,094	23%	391	35	9%
VII	17	547,409	108,486	20%	201	34	17%
VIII	21	388,104	106,466	27%	146	24	16%
IX	21	1,467,422	461,181	31%	460	100	22%
X	18	450,118	134,100	30%	165	18	11%
XI	14	318,432	120,534	38%	102	24	24%
XII	6	531,449	110,664	21%	209	27	27%
All	311	943,944	189,572	20%	381	39	10%

In spite of the expansion in 1991, however, several directors called attention to the fact that more expansion was needed:

"Our waiting list went down by twenty children, (but) we still have 172 three-and-four-year olds who can not get into Head Start." (North Dakota)... "Allowing us to serve additional children is a great help, but still far from enough. We still have long waiting lists. We are currently serving about 20% of eligible four-year-olds." (Utah).

Chart 1
Average Funding and Enrollment Increase by Region



Salaries and Benefits

"We were able to hire staff without difficulty for the first time. Staff turnover was also decreased compared to previous years."-- Pennsylvania Head Start Director

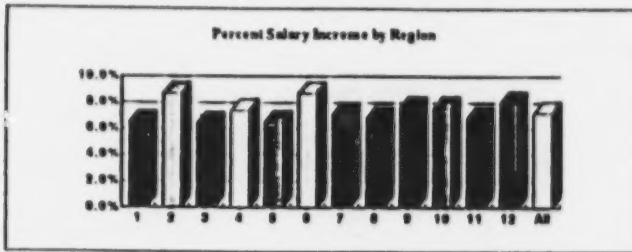
As in most human services, personnel is the largest single cost of the Head Start program and the single most critical factor in the delivery of quality services. Recognizing the importance of a trained and stable work force in a high quality Head Start program and the appallingly low salaries currently paid in Head Start, Congress made improving staff compensation a top priority in the Act. The Act required that not less than 50% of all quality improvement funds be used to improve staff compensation. In 1991, \$97.5 million was earmarked for salary and benefit enhancements. Locally programs also had the option of using all or part of their portion of the remaining \$97.5 million "Other Quality Improvement Funds" for additional salary/benefit enhancements.

Overall, the 314 programs reported that salaries increased by an average of 7.2% in the first year of the Act. Region II programs reported the highest average percentage increases (8.7%), and Region I and Region V programs reported the lowest average percentage increases (6.5%). Based upon an estimated 1990 average teacher salary of \$12,581 per year, this 7.2% increase raised teacher salaries on average by \$905 per year, to \$13,486. [See Chart 2]

Many agencies reported that the salary enhancement had a positive impact on staff recruitment, retention, and morale:

"Staff morale increased due to salary enhancements." (VA)..."(The) 1991 funding increase helped to bridge the gap between salaries of (the) local community and Head Start..." (Louisiana)... "Pride in staff that we are expanding, being recognized and better paid." (Colorado)... "We were able to increase salaries (reduce turnover and be more competitive)..." (Kentucky)... "Staff morale improved." (Tennessee)... "Help(s) to retain staff." (New York)... "Increased entry level wages which attracts more quality staff; able to afford cost-of-living increases and annual salary increases for a change!" (Wisconsin)... "Staff salary increases help to boost morale, although salaries are still not up to par." (New York)... "Retention of staff. We were averaging a 40-50% turnover yearly." (New Jersey)... "Improved staff morale with increased salaries." (Montana).

Chart 2
Average Salary Increase by Region



Many programs reported using salary enhancement funds to add, maintain, or improve employee benefits such as health insurance and retirement:

"We had no health benefits for staff. All the quality funds were used for this." (North Carolina)... "We can now offer health insurance subsidy for 12 months rather than for 9 months." (New Hampshire)... "Added dental and EAP (employee assistance program)." (Michigan)... "Added retirement benefits..." (California)... "For the first time in 26 years, our staff has pension and life insurance -- (we) still need health insurance." (Indiana).

Staffing

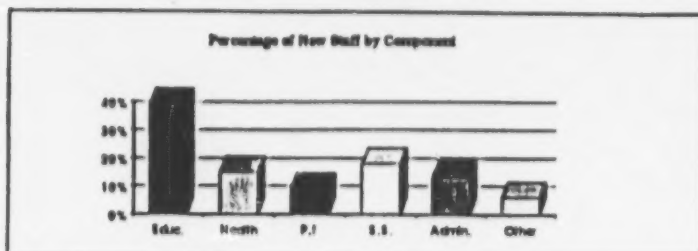
"(The) Program Quality Improvement funds allowed us to (add) four outreach workers and a supervisor to help manage the tracking of children's records (health/dental follow-up, social service referrals, attendance, etc.)." -- Michigan Head Start Director.

The Act of 1990 allowed Head Start agencies to use "Other" Quality Improvement funds for new or additional staff positions to strengthen program services. The Impact Survey included a question about the number of staff added with quality funds in each component. The 314 programs reported adding 659 new staff with quality funds, a ratio of 2.04 new staff per reporting program.

The Education Component, with the greatest overall number of Head Start staff, received 39% of the staff added with quality funds. However, strengthening comprehensive services was a major emphasis of the reporting programs. Forty-two percent (42%) of the new positions added with quality funds were in the components which comprise Head Start's comprehensive services. Health (15%), Parent Involvement (9%), and Social Services (18%).

"...Reduced overburdened staff with additional personnel for components..." (Florida)... "full-time coordinators in all component areas." (Oklahoma)... "The funds enabled us to hire a full-time parent involvement specialist to strengthen this critical component." (Florida)... "The addition of a Parent Involvement Coordinator will improve our delivery of services to parents (families) in our program." (Ohio)... "Helped to reduce case load of family service workers." (Louisiana)... "Additional staff in the SS/PI component to reduce case-loads." (New Jersey)... "Quality money will fund a new position (1/2 education and 1/2 parent involvement) which will help our program assistant who is now doing PI, SS, and part of Mental Health alone." (California)

Chart 3
Staff Added With Quality Funds



"We were able to finally add to central staff to better manage 15 local sites. We had had the same central staff when we had only 8 sites." (New Hampshire) ...

"We now have partial janitorial services at our centers."

(California)... "Established a Head Start Director's position -- eliminating a dual role." (Washington)

Agencies also took steps to strengthen administration; thirteen percent (13%) of the new staff added with quality funds were in "administration." Quality funds were also used to add staff in a variety of "other" positions, such as transportation, maintenance, etc. (6%).

Table 2
Component Staff Added With Quality Funds by Region

Region	Total New Staff	Education % of total	Health % of total	Parent Involvement % of total	Social Service % of total	Admin % of total	Other % of total
I	41	39%	17%	3%	7%	17%	12%
II	77	48%	10%	6%	18%	21%	4%
III	60	38%	10%	7%	18%	13%	0%
IV	122	30%	18%	11%	25%	8%	2%
V	113	42%	17%	19%	22%	22%	6%
VI	80	25%	10%	5%	11%	10%	15%
VII	26	46%	15%	23%	19%	8%	4%
VIII	41	68%	17%	2%	7%	0%	0%
IX	43	53%	30%	7%	23%	16%	16%
X	18	33%	17%	6%	17%	17%	6%
XI	10	20%	40%	10%	0%	10%	20%
XII	9	67%	0%	0%	22%	11%	0%
All	659	39%	15%	9%	18%	13%	6%

Classrooms and Play Grounds

The 314 programs reported renovating 639 new and existing classrooms, approximately 2 renovated classrooms per program. Region IV reported the most renovations, (150), and the highest average per program, (3.3). Region XII reported the fewest renovations, 3, and the smallest average per program, (0.5). (See Table 3) Assuming that the 314 reporting programs, with 19% of the total enrollment, are representative of Head Start overall, the author projects more than 3,300 existing and new classrooms were renovated with funds from the 1991 legislation. This would mean that more than 10% of the 31,254 classrooms in operation in 1992 were renovated the previous year with funds from the 1991 legislation.

"We were able to renovate two new classrooms" (Utah)... "New floors in classrooms that would not otherwise meet licensing requirements." (Massachusetts) ... "Renovate bathrooms in existing center." (Pennsylvania) ... "much improved facilities in 3 locations." (Michigan)

The 314 programs also reported adding a total of 85 portable classrooms. With 314 reporting programs, representing 19% of the total enrollment, the author projects that programs nationally added 447 portable classrooms in 1991.

Quality improvement and startup funds were also used to build play grounds. Responding programs reporting adding 375 new play grounds, which projects to 1,974 new playgrounds nationally.

Table 3
Renovated Classrooms, Portables & New Playgrounds by Region

Region	Programs Reporting	Total Classrooms Renovated	Average Classrooms Renovated by Program	Total New Portables	Total New Playgrounds	Average New Playgrounds by Program
I	24	34	1.42	0	18	0.75
II	33	74	2.24	6	13	0.39
III	34	58	1.74	6	23	0.68
IV	45	130	2.89	23	111	2.47
V	54	101	1.87	9	64	1.19
VI	24	41	1.71	8	55	2.29
VII	17	21	1.24	3	12	0.71
VIII	21	38	1.81	6	22	1.05
IX	21	52	2.48	11	36	1.71
X	19	40	2.11	2	12	0.63
XI	14	21	1.50	3	6	0.43
XII	6	3	0.50	3	2	0.33
All	312	634	2.03	85	374	1.20

"(We) renovated two depressing play yards -- they now look like parks." (California) ... "We were also able to renovate a playground at a center which has heavy after-hour use by neighborhood young children." (Maine)

Other Findings

Literacy

Every Head Start grantee was awarded funds for "Literacy" in FY91. ACYF established a minimum award level of at least \$3,500 for every Head Start grantee. The 314 responding programs reported an average funding level for "Literacy" of \$6,081 in FY91. In their comments about the impact of the 1991 funding, many directors were enthusiastic about the new literacy initiative:

"...literacy funds will help parents to get their CDA, high school diploma, and GED." (Connecticut) ... "Implemented literacy program into the entire Berkshire County area." (Massachusetts) ... "Allowed Migrant Programs to implement literacy programs in all sites." (Arkansas)... "We are holding a literacy training with the Minnesota Literacy Council for 9 programs in our region; certifying parents as Leubach tutors to work with other parents in the program on literacy." (Minnesota) ... "Literacy funds provided greater incentive to work with community literacy programs; brought great attention to literacy needs of Head Start parents." (Indiana)

Technology

A number of programs reported that the 1991 funds had enabled them to invest in technology that strengthened their programs:

"The addition of computers!" (New York) ... "communication system for vans." (Colorado) ... "allowed us to computerize classrooms and update data management computerized system at administration offices." (New York) ... "Safety mobile phones in all vans/buses." (Washington) ... "purchase of computer network enhance (the) capability of (the) clerical staff." (Michigan) ... "computerized check-out system for resource room." (Alabama)

Summary and Recommendations

Based upon the response of the 314 programs, the Act had the kinds of effects at the local level that the Congress intended, including:

- Increasing the number of children and families served;
- Increasing the number of communities in which Head Start services are available;
- Improving the salaries and benefits of Head Start staff;
- Improving the ability of Head Start programs to recruit and retain trained staff;
- Improving the staffing ratios in the Head Start components;
- Strengthening parent education through literacy programs; and
- Improving Head Start facilities.

The survey confirms that Head Start took a significant step forward in the first year of the Act, but it is important to recognize that it was just the first step. Behind the enthusiasm, there are indications that continued significant investments in quality are required.

Head Start salaries increased faster than inflation for the first time in memory, but the overall 7% increase is relatively modest when it is considered in actual dollars. While the average annual teacher salary is projected to have increased by \$905, it still resulted in an average annual salary of only \$13,486 per year. Head Start salaries are still far too low, making it difficult for Head Start staff to support their families and for Head Start programs to continue to recruit and retain qualified staff. Moreover, a number of programs commented on the difficulty of improving salaries and benefits with the limited funds available; these pressures will continue in future years.

Quality funds were also used to add much needed staff. Adequate staffing is essential to the delivery of high-quality comprehensive services. Several Task Forces convened by ACYF during the 1980s recommended establishing staffing patterns for Head Start components to assure program quality, but limited funding prohibited programs from approaching these staffing ratios. It is encouraging to note that quality funds were used to add component staff, but the total number of staff added was again quite modest.

Comparing the number of staff needed in the Social Service Component illustrates the modest impact of the Quality Improvement Funds on staff. Approximately 5,400 additional staff would be required just to reduce Social Service staff ratios from 1:100 families to 1:50 families for the 540,000 children enrolled in 1990. However, DHHS reported that a total of 2,134 new Head Start staff (including expansion staff) were hired in 1991. While there were anecdotal reports of progress in this area, it is doubtful that significant overall progress was made in staffing patterns in the first year of the Act. Given the competing pressures for the use of quality funds (salaries/benefits, other components, etc.) it will be difficult to achieve the recommended staffing patterns in the Health and Social Service components relying solely on quality funds.

There are at least two requirements for continuing the progress begun in the first year of the Act. The first requirement is significant funding increases. Under the quality reserve provisions of the Act, the size of the quality reserve in future years is dependent upon the size of the funding increase (25% of the increase after adjusting for inflation); without significant funding increases, future quality improvements will be severely limited. Of course, significant funding increases will also enable many more low-income preschool children and their families to benefit from Head Start services.

A second requirement is that Head Start expansion must be funded at levels that assure quality services. It is essential that the Administration fund *new slots* at levels that allow for appropriate class size, low social service, health, and parent involvement ratios, high-quality facilities, adequate management support, and decent salaries and benefits. Head Start expansion can be a vehicle for additional investment and strengthening of program quality.

The NHSA Impact Survey provides a very encouraging "picture" of how the Act affected local Head Start programs in its first year. As Head Start continues to grow and reach its potential, it is important to continue to monitor the changes and progress of the program in order to achieve the goal of providing high-quality Head Start services to all eligible children and families.

Appendix A

National Head Start Association

201 N. Union St., Suite 220, Alexandria, VA 22314 -- Tel: 703/739-0875 Fax: 703/739-0878

NHSA IMPACT SURVEY

1. State _____ Region _____ (1-12)
- What Did You Get?**
 2. 1990 funded enrollment _____
1991 funded enrollment (anticipated 1991-92 enrollment--after expansion) _____
 3. 1990 federal Head Start funding (FA 22-26) \$ _____
1991 federal Head Start funding (FA 22-26) \$ _____ (with permanent increases only--do not include one-time only/start-up funding)
1990 federal T/TA (FA 20) \$ _____ 1991 federal T/TA (FA 20) \$ _____
 4. 1991 funds to increase Salaries/Fringe Benefits \$ _____
 5. 1991 funds for "Other Quality Improvements" \$ _____
Use of "Other Quality Funds" (with approximate amounts):
\$ _____ Salaries/fringe \$ _____ transportation \$ _____ additional staff
\$ _____ insurance
\$ _____ facility repairs/renovation - equipment purchase \$ _____ training
 6. 1991 "One time only/Program Improvement/Start-up" funds \$ _____
1991 Literacy Funds \$ _____
- What Did You Do?**
 7. On average, how much did your staff salaries increase (percentage)? _____ %
Overall, salary/quality money was used for _____ increasing salaries _____ maintaining benefits (offset increases) _____ improving existing benefits _____ adding new benefits (Check all that apply)
 8. Other uses for quality improvement funds:
_____ number of buses/vans purchased _____ number of classrooms renovated
_____ number new staff added
Staff added with quality funds by components: _____ education _____ health _____ parent involvement
_____ social service _____ administration (number added in each component)

9. Use of One-Time Only and Start-Up funds:

_____ number of buses/vans purchased _____ number of classrooms renovated
 _____ number of portable classrooms purchased/leased _____ total number new classes added
 _____ number of playgrounds improved

10. What specific use(s) did you make of the increased T/TA funds? _____

11. Specific examples of how 1991 funds benefited your program and/or community; other comments: _____

Appendix B

Head Start Regions

<u>Region I</u>	Connecticut, Maine, Massachusetts, New Hampshire, Vermont, Rhode Island
<u>Region II</u>	New York, New Jersey, Puerto Rico, Virgin Islands
<u>Region III</u>	Delaware, Washington, D.C., Maryland, Pennsylvania, Virginia, West Virginia
<u>Region IV</u>	Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee
<u>Region V</u>	Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin
<u>Region VI</u>	Arkansas, Louisiana, New Mexico, Oklahoma, Texas
<u>Region VII</u>	Iowa, Kansas, Missouri, Nebraska
<u>Region VIII</u>	Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming
<u>Region IX</u>	Arizona, California, Hawaii, Nevada, Pacific Trust Territories
<u>Region X</u>	Alaska, Idaho, Oregon, Washington
<u>Region XI</u>	American Indian Programs
<u>Region XII</u>	Migrant Programs

Senator DODD. Thank you very much. For those of you in the back of the room, that was not a statement she was reading, by the way. This is someone, in other words, who has spent some time thinking about these things.

Lee, thank you once again for being here. It is always a pleasure to have you.

Ms. SCHORR. It is a pleasure to be here, and I want to add my thanks to the others that have been expressed for your holding this hearing so early in the process. I think we are at an extraordinary moment in our national life when it comes to the issues that we are considering here.

I was privileged to be at the economic conference that then President-elect Clinton held in Little Rock in December, and as you know, early learning and children's issue were right, smack in the middle of the agenda there. And I was really so impressed to hear economists and business people one after another acknowledge the importance of skills, school success, in determining whether this country was going to regain its productivity and its standing in the international economy.

Senator DODD. The point I was trying to make to others is that that is true, I think, clearly in the Fortune 500 category, but it is also true with the local small business people. They are way ahead of a lot of us on some of these things at the local level. Often, that happens with the top corporations in the country, and it takes a while for it to filter down, but my sense is that at the local level there is a deep appreciation of the importance of the very issues you describe.

Ms. SCHORR. The importance of an educated work force and the fact that early investment in children is key to an educated work force.

There are two points I want to make this morning. One is that—and you certainly have a lot of convergence around this point among the people who have come before you—we have the knowledge to achieve the first of the national education goals, that all children will start school ready to succeed.

We know that the Head Start idea works and provides the foundation for achieving that goal, so the question isn't whether it can be done; the question is how. And if we know that the Head Start idea works, but the implementation has faltered in some instances, and that some but not all Head Start programs are achieving their potential, then we have to address the implementation issues. We should not be spending time in controversies about whether Head Start is worth investing in. It is the question of how we can be sure that all Head Start programs achieve their potential.

The second point is that the massive social changes of the last 25 years and the vast increases in knowledge of the last 25 years mean that we have not only new needs, but we also have new capacities to meet those needs. So while I think the needs that come about as a result of higher rates of poverty, higher rates of social dislocation, higher rates of family dislocation, more concentrated poverty—all of that makes it harder—but we also have more knowledge that makes it realistic to think that we can meet those new needs.

I want to suggest five specific ways in which Head Start needs to evolve in the years ahead so that all Head Start programs will realize their potential.

First, I think Head Start can lead the way in the reinvention of Government that is now so much part of our rhetoric, by devising new ways of assuring that the highest-quality services will be provided while maintaining the kind of flexibility and local autonomy that Sarah made a plea for.

Head Start has shown from the beginning that pluralism and local variation are compatible with high quality, but it gets harder to do as the program grows, and of course, it becomes almost impossible when local grantees have to stretch very limited resource ever more thinly.

So I think the wisdom of the original Head Start model has been borne out. But from the kinds of studies that we have done in the last 20 years of successful programs of all kinds, we now know that success in changing the lives of disadvantaged children is achieved by programs that are comprehensive and intensive and flexible; that are outcome-oriented rather than rule-bound, and that emphasize relationships, that are able to establish a climate that is respectful and welcoming and supportive of families.

Very often, that kind of a stance is undermined by regulations and by attempts to standardize the way programs operate. I think we have overestimated the extent to which equity and quality can be safeguarded in human service by regulation and underestimated how much detailed mandating and strict rules can undermine responsiveness, flexibility, and the discretion that are essential to effective programs.

I think we have to find ways that the purposes of regulation can be achieved, through training, through technical assistance, and through a shift to outcome accountability.

Second, in order to be able to operate in a much more populated and diverse landscape than when Head Start began, local programs have to be helped to make linkages with other local efforts on behalf of preschool children and their families, including local child care networks, resource and referral agencies, schools, community health centers, and other programs like jobs and job training. I think that the ability to make that linkage is even more important in the most depleted communities, where Head Start has to be able to become part of a critical mass of change that can turn around not just the lives of individual kids and families, but of whole neighborhoods.

Third, to respond to new understanding of how early the developmental trajectories are shaped and how important support to families can be in the earliest years, Head Start has to be able to expand downward from preschool to pre-birth. As you said in your opening statement, the earlier we can start, the better a beginning with assuring a healthy birth and with assuring that children are able to put into place those crucial foundation stones of healthy development. When the child learns that when he cries, he will be picked up, he not only gets essential emotional nurturing; he is also beginning to learn the basics of now and later, of cause and effect, that become so important later to school success.

Fourth, I think we all agree that Head Start has to work together with the schools to assure that the schools will be ready for the Head Start children. But while Head Start principles have to be expanded upward, I think that Head Start should not have to take the responsibility for its philosophy going into schools. I have been working with a lot of schools on school reform and community supports for school reform, and they are talking more and more about the importance of a developmental approach, about the importance of support to parents, about the importance of links with the community. And I think that they are becoming much more receptive to this notion of the Head Start philosophy in the early years, and I hope that the schools and the education establishment will take on that responsibility.

Finally, the issue of Head Start becoming a two-generation program. I think there is a sense in which Head Start has always been a two-generation program. As we heard so dramatically from Delores Baynes earlier and from the letters that Sarah read, Head Start has always helped parents in the interest of helping their children and in the interest of helping the family to function. I think that has to happen more explicitly today to help parents become self-sufficient, and that obviously means the capacity for Head Start to operate full-year and full-day. It also means that Head Start can become the entry point to adult literacy, job training, and other services to support adult development.

But this cannot be done at the expense—the money cannot be taken, the energy cannot be taken from the supports to the children. And I think any hesitation that Head Start directors feel about becoming a two-generation program has to do with are they going to have to spread the same resources more thinly.

So I just want to conclude by saying I think we are on the verge of transforming our ideas of what society can do to support children and families, and I see this subcommittee as an essential spark plug in the process of the Nation developing strategies that will allow us to invest well and wisely in your children and their families, because that will surely realize not just long-term cost savings, but a new sense of family and community, as well as long-term prosperity for the Nation as a whole.

Thank you.

[The prepared statement of Ms. Schorr follows:]

"New Challenges for Head Start"
Hearing of the Subcommittee on Children, Family, Drugs and Alcoholism
Committee on Labor and Human Resources
United States Senate

July 22, 1993

Testimony of
Lisbeth B. Schorr
 Director, Harvard University Project on Effective Services

Prepared Statement of Lisbeth B. Schorr

Several perspectives converge to create my intense interest in the subject of this hearing, and my hope that I can be helpful in your deliberations.

- I was at the Office of Economic Opportunity at its inception, and was there to witness the dramatic beginnings of Head Start.
- I have spent the last dozen years studying programs, including Head Start, that have succeeded in changing outcomes for disadvantaged children.
- I am a member of the Carnegie Corporation's Task Force on Young Children, where a group of distinguished citizens has been deliberating over the last two years on how this country could do better than it has in assuring that today's children become tomorrow's responsible and productive citizens.
- I am a member of the Advisory Committee on Head Start Quality and Expansion recently appointed by the Secretary of Health and Human Services.
- I am responsible, as a partner in one of the major national school reform efforts, for working with communities to develop strategies that will put in place the supports and services that could make the goals of universal school readiness and school success a reality.
- I was a participant in the Little Rock economic conference last December, which made clear this Administration's recognition that early childhood issues are central to the nation's economic prosperity. I was impressed that one after another of the economists and business leaders assembled there acknowledged that long-range economic prosperity requires an educated work force, and that an educated work force requires investment in young children.

I want to emphasize two major points in this testimony:

1. First and most important, we have the knowledge in this country today to achieve the first of the national education goals: that all children in America will start school ready to learn. We know that the Head Start idea works, and provides the foundation for achieving this goal. We know that when three- and four-year olds are provided safe places to play, and are systematically helped to think, reason, and speak clearly; when they are provided nutritious meals and health care; when parents are involved and supported, when families and communities become

partners in children's learning -- then children arrive at school healthier, they achieve higher rates of school success and are in less trouble when they become adolescents, and their parents are more supportive of their children's efforts to learn and the schools' efforts to teach.

So the question is not *WHETHER* it can be done, the question is *HOW*. If the Head Start idea works, but the implementation has faltered so that some but not all Head Start programs are achieving their potential, let us address the implementation question directly, rather than bog down in controversy over whether Head Start is worth investing in.

Second, the massive social changes of the last 25 years, and the vast increases in knowledge that have occurred during that period, have produced new needs and new capacities to meet those needs, which means that Head Start must keep evolving, both nationally and locally -- as indeed successful programs of all kinds do.

I would like to suggest five specific ways in which Head Start can evolve while building on its strengths, so that all Head Start programs will realize their potential, so that the Head Start of the Nineties and beyond will be fully responsive to today's and tomorrow's needs, and so that the Head Start of the future will utilize the lessons from both research and experience to build a stronger and ever more effective set of services and supports for the children and families who have so much to gain -- and so much to lose if we don't make the investment, or don't make it wisely.

1. Head Start can lead the way in the reinvention of government by devising new ways of assuring the highest quality services while maintaining optimum local flexibility. Head Start has shown from the beginning that pluralism and local variation and flexibility can be compatible with high quality, but that gets harder to do as programs grow. It becomes almost impossible when local grantees are forced to stretch finite resources ever more thinly, and when money for the infrastructure of technical assistance, monitoring, training and professional development dries up.

The wisdom of the original Head Start model, which emphasized a comprehensive array of services, support for and involvement of parents, and allowed for wide variation and flexibility in response to local community conditions, concerns and needs, has now been confirmed. Today, from the careful study of successful human service programs of the last two decades, we know that success in changing the lives of disadvantaged children is achieved by programs that are comprehensive, intensive, and flexible. They are outcome-oriented rather than rule-bound. Whether in health, education, early childhood, family planning, or family support, successful programs establish a climate that is respectful, welcoming, and supportive of families

and communities -- just as Head Start programs have been struggling to do for 25 years.

In Head Start programs and elsewhere, the efforts to balance the needs for flexibility and quality standards have taught us a great deal, including that many of us have overestimated the extent to which equity and quality could be safeguarded in human services by regulation, and underestimated how much detailed mandating and strict rules could undermine the responsiveness, flexibility and discretion that seem to be essential to effectiveness. But there are still many in both public and private management that have not yet caught up with the new understanding that flexibility and attention to individuals are the hallmarks of effective programs, and not somehow illicit, a necessary evil at best.

We have to get better at sorting out and achieving a balance between the need for flexibility and the need for standards. We have to recognize that local variation and local ownership, and the ability to provide comprehensive and responsive services, can all be undermined by efforts to maintain equity and assure quality through standardization and micro-regulation. We have to sort out those issues which require rock bottom safeguards in every local program from those where making rules in Washington result not in higher quality but rather higher hoops to jump through for those at the front-lines trying to improve outcomes for children.

Among the great challenges today in Head Start, as in all of human services, is how to reconcile the need to untie the hands of front-line workers and local managers with new efforts to maintain high quality. Certainly some purposes of regulation can be better achieved through training, through technical assistance, and through a shift to outcomes accountability. An outcomes orientation can shift the conversation from "Did you do what they told you to do?" to "Did it work?" Thus it can replace or diminish the need for centralized bureaucratic micromanagement and rigid rules. Results-based accountability can also assure funders and the public that investments are producing results, and helps to overcome turf battles in efforts to join across systems on behalf of children and their families.

At the same time, more resources must be devoted to Head Start's longstanding commitment to quality. Local programs must not be pressed to dilute essential resources in the interests of serving larger numbers. At the same time, the capacity -- locally, regionally, and nationally -- to monitor quality, and to provide excellent and knowledgeable consultation, technical assistance and training must be enhanced.

(2.) To operate effectively in a much more populated and diverse landscape than when Head Start began, local programs must be helped to make linkages with other local efforts on behalf of preschool children and their families. Although Head Start is by far the more comprehensive program of any sort operating nation-wide, even Head Start can't do it all — alone.

Thus Head Start needs to be able to forge greater links with other parts of the community that serve children and families, including local child care networks, resource and referral agencies, the schools, community health centers, and such other programs as JOBS and other job training, Even Start, Healthy Start, Smart Start. The barriers to effective linkages are many, including different eligibility requirements, incompatible funding mechanisms, and conflicting state and federal rules and regulations. So local programs need help in overcoming the barriers, and federal and state governments must act to remove or lower the many dysfunctional barriers that now exist.

New linkages and lowered barriers are especially important in areas of greatest poverty. To respond to new understanding of how to turn things around in neighborhoods of concentrated poverty and social dislocation, Head Start must be able to forge linkages with a wide variety of other efforts in those communities. To respond to the new realities of recent years, with more widespread poverty, more concentrated poverty, more disrupted families, more stressed families, more drugs, more violence, Head Start must be in a better position to make common cause with a wide variety of other services for participating children and families, as well as with the other institutions that affect their lives, including employment and training, housing, public safety, and community development. So I would hope it would be possible to pay special attention to assisting Head Start programs in high-poverty areas to reach all the children and families in the target population with the strongest and most intensive services and supports, and to help the programs in those areas to become part of a critical mass of reform and intervention, aimed at not just turning individual lives around but providing hope to whole populations now decimated by despair.

(3.) To respond to new understanding of how early human developmental trajectories are shaped, and how important support to families can be during the earliest years, Head Start must be able to expand downward, from preschool to prebirth, to support beleaguered families not for one year but for the whole five years of their children's development during the preschool period, and to help families lay the early foundation stones of

school success and healthy development. Here too Head Start has already done considerable demonstrating and experimenting, through the highly successful Parent Child Centers, among others.

I see the Head Start community leading the way, both nationally and locally, in making certain that a quarter century later, the nation once again acts in a systematic way on the newest research and experience. In 1965 Head Start was created to reflect the understanding that, especially for children in high risk circumstances, school entry was too late for society to lend a helping hand to families to prepare their children for successful life-long learning. Today we know that one year of preschool help at age four is too little and too late. Today we know the nation must invest in an Early Head Start, serving families from the prenatal period onwards, and including directly, or through newly forged linkages, all the elements of early services and supports whose cost-effectiveness and long-term benefits have now been established: prenatal care, home visits, immunizations, parent support, and developmentally sound child care.

(4) Head Start must work together with the schools to assure that all children will be ready for school, but the schools must work with others in the community to assure that the schools are ready for the children. While Head Start principles must be expanded upward, I believe that Head Start should not have to take on the responsibility for making this happen. Schools are increasingly recognizing the importance of community services and supports, and are becoming much more receptive to the Head Start orientation emphasizing child development, comprehensive services and supports, and involvement of families. Now that educators increasingly are aware that young children do better in the primary grades when their teachers are trained in the principles of child development, when their parents are involved, and when supportive services are available, why should embedding these insights into educational policy and practice be a Head Start responsibility, why not a mandate on the rest of the community, including the schools?

(5) The new needs of the 1990s include a much lower societal tolerance for long-term dependency among mothers receiving AFDC. To respond, Head Start must build further on its commitment to work with families, and become a two-generation program. There is a sense in which Head Start has always been a two-generation program. Head Start has always recognized that you can't help young children without helping their families. By strengthening family child-rearing capacities they have strengthened families and helped many a mother to self-sufficiency. Now the challenge is to add an explicit capacity to support adults directly in their quest for economic independence.

There would be a clear consensus today around the proposition that Head Start should have the dual purpose of supporting children's healthy development AND increasing parents' employability and self sufficiency - If it weren't for the fact that many fear that when the second goal is added, the first will be sacrificed.

Everyone agrees that helping parents also helps children; those who contend that Head Start services and supports to parents should be limited to those that directly improve outcomes for children fear that the pressures to get mothers into training and employment will in fact ignore the needs of children. They fear that there will turn out to be just enough money to provide minimalist day care, which may keep young children off the streets and make mothers at least theoretically available for training or employment, but will in no way improve - and may even damage - the chances of later success in school and in life for the children.

The two goals of supporting mothers and children simultaneously are not intrinsically in conflict, but support one another. Not only do high quality, comprehensive child care and other services improve outcomes for children, but the mother's move to self sufficiency is enhanced when child care is stable and of high quality; similarly the services and supports that are or could be made available to parents improve not only their own but also their children's outcomes. The two goals conflict only when the resources to do both are lacking. Obviously it will be in the interests of continuity of care for children, as well as in the interests of allowing mothers time for training and employment, for Head Start programs to be able to operate full day, full year, but only if the resources are available to make the full day experience a high quality experience. Similarly, if Head Start programs are to become entry points to adult literacy and job training, or other services to support adult development, new resources must be made available, and not at the expense of the services needed by the children.

Let me conclude by saying that I think we are on the verge of transforming our ideas of what our society can do to support children and families. I hope this Subcommittee will be a spark plug to the process in which the nation develops strategies that will allow us to invest wisely in the futures of young children and families. If we succeed we will surely see the rewards in long-term cost-savings, in a new sense of family and community, as well as in long-term prosperity for all of us.

Senator DODD. Thank you, Lee, very, very much; eloquent, as always. I appreciate your being here.

Mr. Weeden, we thank you for coming. We have already heard the Johnson and Johnson program discussed a bit, and it has been spoken of very highly, so it is a pleasure to have you here.

Mr. WEEDEN. Thank you, Senator Dodd.

It is a great pleasure to be here to represent Johnson and Johnson, and also to learn so much from my fellow panelists and to be inspired by much of what has been said today.

To the best of our knowledge, Johnson and Johnson is the largest corporate donor to Head Start. Since 1991, through an initiative called the Head Start-Johnson and Johnson Management Fellows Program, we have worked in partnership with the Bureau of Head Start to provide management education for Head Start directors. We have committed over \$1.5 million to this effort, and in addition, we are continuing to contribute key Johnson and Johnson staff members to assist in this initiative.

The Johnson and Johnson program was created in response to the results of an independent study which indicated that Head Start directors would benefit from management training. I have a copy of that report which I will submit for the record, Mr. Chairman.

Senator DODD. Thank you.

[The documents follow:]

NEEDS ASSESSMENT: BUSINESS/MANAGEMENT TRAINING PROGRAM FOR HEAD START DIRECTORS

PREPARED FOR: JOHNSON & JOHNSON BY: CLARK, MARTIRE & BARTOLOMEO, INC.

NOVEMBER, 1990

I. INTRODUCTION

A. BACKGROUND AND PURPOSE

Head Start is generally regarded as one of the most successful domestic Federal programs. Indeed, Head Start expenditures are actually increasing despite the relative austerity of Federal spending.

The challenges facing Head Start Directors are quite complex and growing more so. Increasingly, these challenges entail management and business responsibilities for which few Directors have no formal in-depth training. In order to help Head Start Directors meet those business/management challenges, Johnson & Johnson, in partnership with Head Start, has proposed the creation of a management training program.

This volume reports the results of a needs assessment of the proposed business/management training program. Toward that end, the study had the following information goals:

- Assess the environment of Head Start Programs, with a particular focus on the degree to which enhanced business/management skills are needed.
- Determine overall reactions to the proposed business/management training program.
- Indicate the optimum program curriculum.
- Determine preferences regarding various features of the program, for example, time of year, venue, and so forth.
- Indicate ways in which the training program might be designed so that it has a significant impact on how Head Start Programs operate.

B. METHODOLOGY

The project began with a qualitative phase that entailed: (a) meetings with Head Start officials in Washington, DC., and (b) 10 in-depth telephone interviews with

Head Start Directors around the country. The qualitative phase was reported under separate cover.

This volume contains the results of the quantitative phase of the study. The major features of the quantitative study methodology are: questionnaire development, sampling, fieldwork and data preparation/analysis.

1. Questionnaire Development

A questionnaire was developed for telephone administration and submitted to appropriate representatives of Head Start and Johnson & Johnson for review and comment.

2. The Sample

A total of 100 Head Start Directors was drawn, at random, from lists provided by Head Start. The sample is representative of Directors across the continental United States.

3. Field Work

Interviews were conducted during day-time hours from October 23 to November 2, 1990 by our executive interviewers. All interviews were conducted from a central WATS-line facility. They averaged 30 minutes.

4. Data Preparation/Analysis

Completed questionnaires were coded, keypunched and tabulated. A full banner of cross-tabulations was run, which is provided under separate cover.

II. OVERVIEW

A. SUMMARY OF MAJOR FINDINGS

The major themes to emerge from the survey are discussed below.

1. The Environment

The environment in which the typical Head Start Director operates poses enormous management challenges. The typical Program serves over 200 children and has about 50 full-time employees. Moreover, the typical program has multiple program centers, requiring a good deal of coordination. Yet, only about 1 in 10 Directors have a degree in business, management or a related field.

Yet, one of the encouraging findings of the study is that, despite these challenges, Head Start Directors are anything but despirited. Nearly all say that they love their work and that their staff is dedicated. They also have positive self-images, have pride in their Program's accomplishments and feel that Head Start enjoys a favorable image in their community.

Yet, they do see problems and most of these have to do with resources:

- The social problems with which they deal are getting worse
- Their staff is underpaid
- They have inadequate material (not human) resources
- They live in a community that has a favorable image of Head Start but that does not fully-understand its mission or how it works

Lack of business/management effectiveness is not seen as a major problem; nor is it seen as a major strength. Interestingly, the same is true of their perception of program quality and the quality/professionalism of their staffs.

2. Program Reaction

Overall reaction to the concept of a business/management training program is quite positive. Sixty-six percent are extremely favorable and 22 percent very favorable. No one has a negative reaction.

Consistent with the major problems that they face, the most important curriculum themes to emerge are: planning, human resource management (especially motivating and recruiting a staff that is underpaid), finance, program evaluation, and external relations: More specifically:

- Planning. Two thirds (68 percent) say that it is absolutely essential/extremely important that the program cover the formulation of a strategic plan and 67 percent attach equal importance to methods of sticking with the plan even when day-to-day activities pull you in another direction.

—Human Resources. Head Start Directors want to learn about both the "soft" and "hard" side of human resource management. Thus, 72 percent attach high importance to methods of motivating staff, which is the strongest rating among all those tested. They are also interested in recruitment methods (68 percent), communications skills (67 percent) and conflict-resolution (64 percent). Two thirds also express strong interest in the technical and legal side of personnel management (63 percent).

—Financial. The number one financial priority is finding and taping sources of funding and in-kind services (67 percent). Also important are general financial management (64 percent) and establishing a budget (49 percent).

Many also attach importance to external relations—promoting/improving the image of Head Start (57 percent) and generating community support (54 percent). Over half also want to know more about decision-making in circumstances where: resources are scarce (56 percent) and about coordination with other government agencies/programs (55 percent). Finally, two thirds (66 percent) want training in methods of program evaluation and insuring program quality.

4. Program Features

Other important desired aspects of the training Program are:

—Intensity and Level. Most prefer the program to be intensive—with long hours and assignments given in advance. Most also want the program to focus on the basics and want to earn transferrable credits.

—Venue. Eight in 10 prefer a resort or conference center to a university. However, if it is a university, the preferences are for Georgetown, Yale, and the University of North Carolina.

—Schedule. Far and away the best time is June-July.

5. Program Impact

The only potential problem to emerge from the study has to do with the impact of the training program. While most feel that the Program will have a positive impact, only 23 percent anticipate a significant impact.

Respondents were asked to react to various proposals for how to increase the impact of the Program. The most favorably received proposals are:

—Having the faculty serve as year-round consultants who were available over the phone (96 percent).

—A brief refresher program about 1 year after initial program participation (87 percent).

—Making certain that the curriculum draws heavily from real-life Head Start cases (82 percent).

Strong but lesser support goes to articulating a set of specific 1-year goals at the conclusion of the program (74 percent) and inviting a co-participant (63 percent). Weakest, but still majority support goes to an accountability mechanism, namely, submitting a progress report on how key goals were achieved (54 percent).

When it comes to recruitment of a co-participant, some problems emerge:

—Only about half say that their superior is an appropriate co-participants. Many wish to invite peers or subordinates.

—A significant minority are uncertain about the willingness of their designated co-participant to attend for 2-3 days toward the end of the training program.

B. IMPLICATIONS

The principal implication of the study is that the training program meets a pressing need and promises to be a success. The curriculum is also clear cut from the findings as are major features of program design.

However, we urge that you give careful consideration to the issue of program impact for which we see favorable, but more equivocal results. Toward this end:

—Consideration should be given to all of the proposals that are described in the summary as ways to heighten impact—including inviting co-participants and mechanisms of accountability.

—Regarding co-participants, one cannot rely solely on the Head Start Director to identify the best individual. Pre-targeting is necessary in the application process and, perhaps, having an appropriate co-participant should be an admission criterion.

—Consider making one of the application criteria a willingness/ability to be accountable.

Finally, most prefer a resort to a university. Yet, given the very favorable reaction to the program concept and the fact that most want an intensive experience, we

doubt that having a university venue would stir dissatisfaction or reluctance to participate.

REPORT: A STUDY OF THE FACT OF THE HEAD START JOHNSON & JOHNSON MANAGEMENT FELLOWS PROGRAM

PREPARED FOR: JOHNSON & JOHNSON BY: CLARK, MARTIRE & BARTOLOMEO INC.

FEBRUARY 1993

I. INTRODUCTION

A. BACKGROUND AND PURPOSE

In June of 1991, Head Start and Johnson & Johnson rolled out a program that was designed to enhance the management skills of Head Start Directors. Toward the end of the 3-week training, the Head Start Director's supervisor joined the Director. The Management Fellows Program was again conducted in 1992.

Clark, Martire & Bartolomeo, Inc. was initially commissioned to assess the impact of the Management Fellows Program on the first year's class. Both the Head Start Director and the participant were interviewed. This process was replicated in January of 1993, to measure the impact of the Management Fellows Program on the second year's class.

In order to gain broad perspective on the Program's impact since inception, the analysis that follows includes comparisons between the Class of 1991 and the Class of 1992. In addition, comparison of the feedback received from Class of 1991 attendees interviewed in the initial (baseline) study and upon being interviewed in the latest study (revisited) is included.

The primary purpose of the study that is reported in this volume is to assess perceptions of the impact of the Management Fellows Program on the management and operation of Head Start Programs. Of particular interest are changes in perceptions between the Class of 1991 and the Class of 1992, as well as between the Class of 1991 at baseline and when revisited.

B. METHODOLOGY

The principal elements of study methodology are: questionnaire development, sample, and fieldwork.

1. Questionnaire Development

A questionnaire was developed for telephone administration that focused on the tangible ways in which Program participation had influenced Head Start Programs. Two versions of the questionnaire were prepared—one for administration to the Head Start Director and the other for administration to the co-participant, namely, the Head Start Director's superior who joined the program during its final days.

2. The Sample

A total of 103 interviews were conducted—50 with Directors and 53 with co-participants. Fifty-three respondents are from the Class of 1991 and 50 from the Class of 1992.

3. Field Work

Interviews were conducted by Executive Interviewers and averaged 30 minutes. Interviews were conducted in January 1993, which is the same time that they were conducted the last time we did this evaluation.

II. OVERVIEW

This study generally confirms the conclusions of our prior study. The Program is favorably evaluated and has had a major impact on the management of Head Start Programs. Indeed, in many ways, this impact increases over time. Then, too, even the co-participant element of the Program is viewed favorably.

1. Overall Evaluations

Nearly every Director (96 percent) in the Class of 1992 rates the Program as excellent/very good. And, even a year and a half after completing the Program, all of the Class of 1991 rate it as excellent/very good.

Among co-participants, two thirds of the Class of 1992 rate it as excellent/very good and 92 percent of the Class of 1991. But the gap between co-participants in 1992 and 1991 should be noted, since it recurs for other findings.

Favorable assessments of the program are driven primarily by program content and faculty and only secondarily by the opportunity to network. This varies considerably from other Johnson & Johnson programs that we have studied and suggests that consideration should be given to ways to enhance networking. In this vein, the one major criticism of the program to emerge is too heavy a reliance on the lecture format.

2. The MIP

Nearly everyone attaches great importance to the MIP, but relatively few assign it paramount importance. However, it should be noted that, if the MIP is not completed within a year of the Program, there is a tendency for it to "linger".

3. Program Impact

Majorities report that the program has had an impact on the way they manage various aspects of the Head Start Program. The greatest and most immediate impact is for managing change.

For most areas studied impact increases over time. The key indicator of this increased impact is that the revisited Class of 1991 reports greater change than the baseline reading of the Class of 1991. The areas where we see the greatest increases over time are:

- Human resource management
- Planning
- Marketing
- Attracting financial resources

And, when it comes to computers, the Class of 1992 reports a greater impact than the Class of 1991.

Financial management is the area where we are relatively less likely to see an impact. However, this year's impact is greater than last year's at a comparable point in time. In addition, the Class of 1991 indicates that there has been an upswing in the impact in the year since the prior study was done.

The program has also had a significant impact on the working relationships between the Director and other key players in the Head Start Program.

4. Co-Participants

The co-participant component of the Program also receives favorable assessments, but less so from the Class of 1992 than the Class of 1991. Co-participants give the program more favorable assessments than Directors. Most also feel that the appropriate person came as co-participant.

The only major criticism to this component of the Program is that more time should be devoted to it.

Mr. WEEDEN. As we looked at Head Start programs, we realized that the size, scope, and responsibility of most of these programs make them comparable to small, and in some cases medium-sized, businesses. Our research led us to the conclusion that an effective way to achieve high quality within Head Start is to provide directors with business skills that they need to better manage their programs.

Working with the Bureau of Head Start and the University of California, Los Angeles, the Johnson and Johnson Management Fellows Program was launched in 1991 and has since involved 120 Head Start directors, including some of the folks that you have met today, Marilyn Thomas and Anne Doerr among them.

The Management Fellows Program is a unique opportunity for those Head Start directors who have been identified as "change

agents" to participate in what is really a year-round education experience. The process begins with a 2-week program at UCLA where participants are provided a "mini-MBA" experience. The curriculum covers a wide range of topics, from marketing, finance, computers, strategic planning, and much more.

Several case studies of actual Head Start operations are used to enhance that program. An important element of the Fellows Program is also the involvement of the Head Start directors' supervisors, usually, the individuals who oversee Head Start operations in a community or in a region. During the final few days of the program, supervisors become co-participants, working with the fellows to develop a strategic plan that they can bring back to their communities to implement in the course of the next 12 months following graduation.

Johnson and Johnson pays for the tuition, faculty development, special events, and other academic and associated costs that are related to the program. The Head Start Bureau currently allocates resources to meet travel and room and board expenses.

Does this kind of training work? Well, to find out, we asked an independent research firm to measure the impact of the program after the participants completed their UCLA experience. We have conducted two such evaluations, and I have copies of both of those research projects for the record, Mr. Chairman.

Just one of the many findings from that research showed us that 85 percent of the participants found the program to have a significant impact on the efficiency and overall management of their own operations.

To become a Head Start-Johnson and Johnson Management Fellow, a director must agree to share the knowledge obtained at UCLA with other directors, usually through regional and State workshops back in their home communities. This ripple effect is now just beginning to show results. Alumni of the program are conducting training sessions for other directors on specific management issues such as budgeting, human resources, and strategic planning. And now we are presently exploring another role for our Head Start-Johnson and Johnson Management Fellows. We believe that more can be done with our graduates, such as Anne and Marilyn, to help upgrade the quality of those Head Start programs that may be falling short of their potential performance with respect to quality.

Discussions are underway with our colleagues at the Bureau of Head Start about how we can leverage the 120 fellows who have already successfully completed this program by having them mentor one or more Head Start programs that need special assistance. The fellow's role would be to assess the kind of help that is required, prescribe specific training that will help solve the problems within those particular Head Start programs, arrange to have outside resources deliver that training, which would be provided largely through the UCLA center, and then follow up to make sure the training is converted into a workable action plan.

Without a lot of money and within a fairly short period of time, we think this plan could have a visible effect on improving quality among Head Start programs where help is needed the most.

Johnson and Johnson is committed to sustaining its cash support for the Head Start-Johnson and Johnson Fellows Program, but we are concerned that we are only able to offer this program for 40 directors each year, and many more are eager and qualified for that training. We think the program should be doubled in size for 1994. We are also anxious to put in place the mentoring concept which I just described to you.

We plan to work with the Bureau of Head Start to develop a funding plan to make these changes possible, soon. We are also prepared to make available a loaned executive to work full-time over the next year to assist in the implementation of the concepts that I have had the privilege of presenting to you today.

So as you can see, Johnson and Johnson is a believer in Head Start; we think improved quality in this program is indeed achievable, and we are excited about the prospects of continuing our partnership with the Government to reach that goal.

Thank you.

[The prepared statement of Mr. Weeden follows:]

PREPARED STATEMENT OF CURTIS G. WEEDEN

Good morning, Mr. Chairman and members of the subcommittee. My name is Curtis Weeden. I am appearing before you today in my capacity as vice president, Corporate Contributions, for the Johnson & Johnson Family of Companies. On behalf of Johnson & Johnson, I want to thank you for the opportunity to testify today regarding our private sector partnership with Head Start.

To the best of our knowledge, Johnson & Johnson is the largest corporate donor to the Head Start program. Since 1981, through our Head Start-Johnson & Johnson Management Fellows program, we have worked in partnership with the Bureau of Head Start to provide management education for Head Start Directors. We have committed over \$1.6 million to this effort and, in addition, we are contributing the time and experience of Johnson & Johnson executives and staff to assist in this initiative.

I would like to explain why Johnson & Johnson has elected to put so much emphasis on Head Start, what we have learned from our 3 years of working with Head Start Directors, and why we believe that quality improvements in Head Start can be achieved through partnerships with the private sector such as our Fellows program.

Johnson & Johnson believes that children's health and welfare must be a high priority. Otherwise, the economic and social costs of inadequate attention to the needs of our children will rob our Nation of a bright future. That's why Johnson & Johnson—with its 100-year history of caring for the health and welfare of families and children—has made the Important decision to become an advocate for the physical and local health of children and families.

Our commitment to Head Start is consistent with our fundamental concern for the health and well-being for families and children in this country and around the world. Many of the products we make are especially important to women and children. So it seems fitting that much of the \$50 million we donate in cash and products each year is directed toward causes and organizations that address the needs of children and mothers particularly those who are poor and lack access to medical care as well as social and educational advantages.

We believe that Head Start is an appropriate vehicle to provide badly needed services to children at risk. It is important to note that Head Start not only reaches nearly three quarters of a million children but also their families. The Head Start infrastructure offers the opportunity to address not just the educational needs of disadvantaged young children but also their health and social needs and those of their parents and siblings. The parent involvement component of Head Start is critical and a unique feature that has set the program apart from its beginning.

Why did we decide to choose Head Start as a major focus of our philanthropy program?

The Johnson & Johnson program was created in response to the results of an independent study indicating that Head Start Directors could benefit from management training as they seek to maintain or upgrade quality services as their operations expand. As we looked at Head Start programs, we realized that the size, scope and

responsibility of most programs make them comparable to small or, in some cases, medium-sized businesses. Our research led us to the conclusion that one of the most effective ways to achieve high quality and efficiency within Head Start is to provide Directors with the businesslike skills they need to better manage their programs. Working with the Bureau of Head Start and UCLA, the Johnson & Johnson Management Fellows program was designed and became a reality. Our first year of implementation was in 1991. Since then, 120 Head Start Directors have gone through the program.

The Management Fellows program is a unique opportunity for those Head Start Directors who have been identified as "change agents" to participate in a year-round education experience which begins with a 2-week, intensive management training program at the Anderson Graduate School of Management at UCLA. To qualify for the program, a Head Start manager must have been a Director for at least 5 years. Preference is given to applicants who have demonstrated leadership in Head Start or in their local communities. Final acceptance decisions are made by a Program Advisory Board.

During the 2-week program, participants are provided a mini-MBA experience in a condensed period of time. The program's curriculum builds both executive and entrepreneurial skills. The 60 hours of classroom instruction include lectures, group discussions and workshops. Designed from a strategic planning perspective, the curriculum focuses on applying concepts relevant to Head Start needs and interests, covering subject materials from human resource management, organizational design and development, finance, computers and information systems, operations and marketing. Several case studies of actual Head Start operations are prepared to illustrate key concepts and enhance the learning experience.

An important and innovative element of the Fellows program is the involvement of the Head Start Directors' supervisors—usually the individuals who oversee Head Start operations in a community or region. During the final 3½ days of the program, supervisors become "co-participants" working with the Fellows to develop a strategic initiative called the Management Improvement Plan (MIP). These MIPs prepare the directors to implement projects of major significance using the tools and skills acquired at the UCLA program.

UCLA Instructors remain involved with Fellows once they return to their respective communities by providing direct consulting services to their programs. Graduates also convene as a group about 8 months after finishing their UCLA training to report on where they stand on their management improvement plans.

Graduates of the Fellows program are awarded a certificate from UCLA and are given the option of receiving graduate professional credits or continuing education units.

The Johnson & Johnson Family of Companies covers tuition, faculty development, special events and other academic costs associated with the program through our Corporate Contributions program. The Head Start Bureau currently allocates resources to meet travel and room and board expenses.

Does the training work?

We know that participants rate the program as among the best training they have received during their careers. But the real measure of success is how well Directors have applied their training to their own Head Start programs.

To determine if the training has made a difference, Johnson & Johnson used an independent research firm to measure the impact of the program nearly a year after the participants completed their UCLA experience. Both the Director and the coparticipant were interviewed. In order to gain broad perspective on the program's impact since inception, the study's analysis also included comparisons between the Class of 1991 and the Class of 1992. This is what we found:

- Directors who graduated from the program reported their competence improved the most in four areas: human resource management, planning, marketing, and attracting financial resources.

- Directors said the program had a significant positive impact on the working relationships between the Director and other key players in the Head Start program.

- Of the two classes evaluated by the independent research group, an average of 85 percent of participants said that the program had a notable impact on the efficiency and overall management of their programs.

To become a Head Start Johnson & Johnson Fellow, a Director has to agree to share the knowledge obtained at UCLA with other Directors on a regional or State level once the Fellow returns home. This "ripple effect" is just now beginning to show results. Alumni of the program are conducting workshops for Directors on specific management issues such as budgeting and human resource issues. While these half day or full day workshops are helpful, they are not a substitute for the more

encompassing management education that is afforded those fortunate enough to be selected for the UCLA program.

We are presently exploring yet another role for our Head start Johnson & Johnson Management Fellows. We believe more can be done with our graduates to help upgrade the quality of those Head start programs that may be falling short of their potential performance. Discussions are underway with our colleagues at the Head Start Bureau about leveraging the 120 Fellows who have successfully completed the UCLA program by having them mentor one or more of the Head Start programs that need special assistance. The Fellow's role would be to assess what kind of help is required; prescribe specific training that will solve the problems within the particular Head Start program; arrange to have outside resources deliver that training; and then to follow up to assure that the training is converted into a workable action plan.

Without a lot of money and within a fairly short period of time, we believe this plan could have a visible and measurable effect on improving quality among certain Head Start programs where help is needed the most.

Johnson & Johnson has learned a great deal from our experiences with Head Start over the past 3 years. First, we have learned that the right kind of training works.

Second, we have discovered an incredible thirst for management training among Head Start Directors these leaders want knowledge that will permit them to be as effective as possible in their jobs.

Third, public/private partnerships such as the Management Fellows illustrate the value of bringing business and government together around a specific issue. In addition to Head Start, we have formed several other such alliances in different program areas. We know business can't do it all—nor can government. But, together, if we invest in and nurture today's children, we can have a healthy, well-educated and stable workforce in the years to come. And that is vital to American business.

Finally, we have learned that Head Start is about so much more than just early childhood education. It's also about feeding hungry children and detecting hearing and vision problems before they've caused years of frustration and loss of educational opportunity. It's about teaching illiterate or dysfunctional parents how to read, find and hold a job and provide a safe and nurturing home for their children. Head Start truly is an investment in the future.

In recent years, the spotlight on Head Start has brought lavish praise for the program, but has also brought forth its critics. We are aware that Head Start is not perfect and we agree that the program has yet to reach its full potential. But, we know of no other program can match Head Start's track record in improving conditions for disadvantaged children and their families.

In summary, Mr. Chairman—as this subcommittee and others consider reauthorization of the Head Start program next year, we expect there will be considerable discussion about quality improvements. We hope you will strongly consider ways to continue and expand training opportunities for Head Start leaders and staff through support for programs such as ours. We also urge you to permit Head Start to consider capitalizing on those Management Fellows who have already graduated from the UCLA program by adopting a mentoring initiative permitting them to help improve the quality of those Head Start program most in need of management assistance.

Johnson & Johnson is committed to sustaining its cash support for our current program, but we are concerned that we are only able to offer the program to 40 Directors each year when many more are eager and qualified for the training. As Congress looks toward strategies to answer the concerns that have been raised about standards of quality in Head Start, we would further recommend that the Bureau be authorized to allocate quality improvement funds to the expansion of an education and training model that works. Johnson & Johnson also pledges to continue providing the executive time and energy that we feel is vital to the success of our Management Fellows Program. We strongly believe that improved quality is a clear outcome of the Head Start-Johnson & Johnson Management, Fellows Program which I have had the privilege to present to you today.

Again, I thank you for the opportunity to testify. I look forward to your questions.

Senator DODD. Thank you. That was excellent. I commend Johnson and Johnson for your efforts. Your statement has anticipated some of the questions and some of the things we have talked about in an indirect way, I think, with our first panel, particularly Marilyn and Anne Doerr. So I thank you for your comments.

I have been going through the testimony and trying to find some common threads, and there obviously are some—first, your sense of optimism about the program and its ability to deal with these issues, which I think is critically important because the press, as is always the case, doesn't report about planes that fly, so they are invariably looking for the line or two they can that will make the news. So you can end up with a distorted perception of what is criticism and how that is being expressed.

One thing that strikes me, and we heard it from our two Head Start directors when I raised the issue of quality and what can be done, is the notion of flexibility. You heard me raise it, obviously, with Mr. Mottola at the Department, and I sensed here that sense of restraint about it because I think they probably feel that we asked them to come up here and explain why things are working and not working, because they are the ones who have to be accountable to that extent.

And Sarah, you articulated it about as strongly, I think, about the desire for that flexibility.

I wonder if Lee and Ed, and certainly Curtis, if you want to weigh in on those, could comment on Sarah's views on flexibility locally. Is she going too far?

Ms. SCHORR. I think that out of the studies that I have done and that others have done in the last decade of what makes for successful programs, flexibility is one of the two or three most important attributes. And whether you look at the stuff that I looked at in Within Our Reach, you look at the Ford Foundation and Kennedy School awards in State and local public services, and what do they find? They find programs that are flexible, that keep evolving.

You never find a program that really works, that has been cloned from a single model. When Head Start began, that was one of the extraordinary departures. Now this is much more in the vocabulary, but the idea of a Federal program that would allow the kind of local variation that it did was really almost unheard of, and yet it proved to be, I think, the cornerstone of its success.

The question is, as you suggest, if the Federal Government is held responsible for spending the taxpayers' dollars for doing what this committee has charged the administration to do, how do you do that if you are going to allow flexibility?

Well, I think you have to find other ways than the micro-management through regulation. You have to be able to strengthen the monitoring capacity. You have to be able to strengthen the consultation and technical assistance capacity, and you have to be able to strengthen the training by many of the other things that were already talked about on strengthening the professional staff capacity. And it was in that connection that I invoked the notion of reinventing Government, because that is all about how you can make programs accountable without micro-managing them from the top.

Senator DODD. And someone said something the other day—and this is totally unrelated, I might add, but it struck me when you were talking, that every time we find a problem, we plug that hole with another regulation, somehow operating under the assumption that if there are "x" number of problems, there are "y" numbers of regulations that will solve them.

Ms. SCHORR. And "y" equals ten times "x."

Senator DODD. Yes, and we are in deep trouble—and then you've got Everett Dirksen's comments that this starts adding up to real money.

Mr. ZIGLER. I guess I'd like to demur a little bit. I was once the Federal official responsible for Head Start in this Nation. People forget that for the first 10 years of the life of Head Start, there were no performance standards. It was under my aegis that the performance standards were generated.

There is always a tension, Senator Dodd, between flexibility and accountability. I am trying to find the middle ground. The fact is, when I inherited Head Start, we had a program in this country where children were beaten with sticks in Head Start, and I said that cannot be; we know better than that. And I was told that the staff could do nothing about it because the parents wanted them hit with sticks, and as Lee Schorr has pointed out, our commitment to community control, really, parent involvement, said that's the way it should be.

I do not believe that is correct. I think that those responsible for this program always have a responsibility to make sure that best practices are put into place. I think a lot of it is a matter of attitude. I don't think it is an either/or, that either you have very strict micro-management, or you have total flexibility. The fact is it has to do with the attitude, and that is what has changed over the years.

In the old days, we had a very competent national office with very good, expert people, who know children; we had good regional offices with a great deal of expertise, and we had the notion that at the national level, the regional level, and right down to the local level, we were all colleagues trying to do the same thing.

What has happened over the years is that these regulations have been promulgated, and an adversarial relationship has broken out between the regional offices and the local grantee. That could be changed by a new philosophy, which I think is quite possible with the new administration. But flexibility is one of those "mom and apple pie" issues that we can all be for in principle. The fact is that whomever runs Head Start has to come up here and see how the money was spent and convince the American people that this is a good investment. You cannot leave this money on a tree stump and run. That has been one of the problems of Head Start.

So my own position is let us have an attitude that goes back to the collegial days of the seventies; let us try to keep bureaucracy to a minimum, flexibility to a maximum. But everybody who runs this program has got to make sure that each and every component is of high quality. You do this with certain regulations. I don't care how much flexibility you have; when I see a program with a case-load of 500 families, no matter how wonderful they are, it cannot be done. So there are certain delimiting factors in all of this that have to be respected.

Senator DODD. Your point is well-taken. Part of the difficulty is that there is a whole generation of us who, in the last 13 years, with so much tension and fighting going on, we don't know how to do it any other way. Every time there was a problem out there, by God, we'd send down a bill and instead of saying, "and promulgate

such regulations as the Secretary shall," or whatever that boilerplate language is, now we write the regulations into the bill; we don't trust anybody. And we are getting into a second decade of almost total mistrust of the people responsible for a lot of these programs. And it is not just in this area; it cuts right across every aspect of Government. We even see it here. We no longer assume personal responsibility. We don't worry about personal responsibility; we set up an ethics code that will tell you exactly how you should conduct your life. And if you follow that code, you are okay. God forbid there is some new event that occurs, and you have to respond to it; we'll have to come up with a new ethics code for you to tell you what to do and not do, in a sense. I think that has just permeated every aspect of our lives, and I think your point is extremely well-taken.

How you get there is going to be the real challenge, that sense of people being collegial and caring about these things, rather than debating threshold questions, which is what we spend a lot of time doing, and fighting about whether or not there ought to even be some of these programs and ideas.

Sarah, you have heard people on your right and on your left, and I want to give you a chance to respond to what you just heard.

Ms. GREENE. I do, but I think Mr. Weeden wants to say something, and then I definitely do want to respond.

Mr. WEEDEN. Just a quick comment. We are outsiders looking in, and we looked at Head Start initially with a hope that we could apply sort of a cookie-cutter concept and just roll out training that would really get to the largest number of Head Start centers in the country. The research I referenced earlier found that the typical program serves over 200 children and has about 50 full-time employees and a budget of approximately \$700,000.

Well, that sounded okay, and we started crafting a program around that data. Then we started learning about what really is out there. We have a program, reflected in our profiles, of just the folks who have been through our program. This is a small sampling of all the folks who are out there. There is a program in Los Angeles with 17,800 students sitting next to a program located in Wilmington, OH with 140 students. Well, clearly, the needs are not constant, and certainly, we found very quickly that the program had to be flexible and take into account those specific kinds of management challenges that existed in those very different environments.

So flexibility without sacrificing to whatever degree is possible accountability, to Ed's point, I think is absolutely the right way to go.

Senator DODD. Good.

Sarah, go ahead.

Ms. GREENE. The comment I would like to make is first of all to make sure we understand the difference in terms of flexibility issues that programs need in order to design a comprehensive quality program versus management and accountability for what happens.

Obviously, we commend and want these funding sources—the Federal Government and taxpayers—to have us accountable for what we are doing. But the kind of flexibility issues that we are

talking about are the staffing structure, for example. The one to 500 caseload is not the desire of the Head Start program. Generally, it is because they have not been able to increase their cost per child to design and implement a staff structure that would be more appropriate.

Senator DODD. But let me ask you on that, if there were a regulation or a law that said it is absolutely against the law for any Head Start program to have that many children with that few staff—that is just against the law—not saying that there are that many children who need it in that particular area, but just absolutely prohibited that kind of situation from existing—is that over-reaching?

Ms. GREENE. Yes, I think it is over-reaching. I think there needs to be a recommended staff structure that is appropriate for certain numbers of children. I think there ought to be a recommended staff structure nationwide for programs to look at.

Programs now write a grant based on assessments and lots of other things. In that grant, you would articulate why you have a staffing structure the way it is, why you need to serve kids longer than 4 hours a day; that needs to be a part of that, and you need to have the appropriate and competent regional office staff to examine those grants, evaluate, and determine that, yes, the documentation that has been supported justifies this kind of program.

I am not talking about getting into more extensive, detailed regulations; programs don't need that. The issues I am talking about in flexibility and why they have been raised lately are that when programs chose to rather than expand additional children—I'd rather give salary and fringe benefits and add retirement programs to keep qualified staff; I'd rather add new support staff; I'd rather serve 3- and 4-year-olds—they were told they could not.

We are not talking about changing regulations. We are talking about permitting programs to do what they know how to do. They do need flexibility to do that.

Certainly, we are far beyond the early days that Ed discussed, but the ability to do what they know how to do is what we are asking for, not adding more regulations. I am talking about programs being able to provide management training that they would like, not saying you have to go to this particular resource site. The programs want more T and TA dollars to design them, and they should be able to do that.

I think we are conflicting the real issue here with an important element that we all want, that is, accountability and monitoring—not detailed management.

Senator DODD. It is just critically important, and again, I don't want to come back all the time to the politics of this, but at the end of the day, I have got to produce 51 votes in the Senate and 214 in the House, or it is a bad idea. So you can talk about these things, but at the end, I have got to build that kind of support, and there will be a demand for some degree of accountability. I'd like you to comment on the monitoring approach that has been discussed and that you are looking at as part of the review committee. How does that strike you and your colleagues?

Ms. GREENE. Oh, we support that. In fact, it was through the re-authorization in 1990 that you led that we put it back into the law.

And we had to go back, as you said, to putting it in the law because the administration was deregulating everything. We wanted the monitoring, and we still support that, and we support increasing it. We tried last year, in the 1992 regulation, to add that we need to have a site visit every year, not just the monitoring, but to be on top of the problems, to be able to offer T and TA, and that, of course, was not passed. But that is the kind of thing we support.

If you ask the Head Start director, and these panels of people who were up here, the issues that we face in terms of flexibility, if it were our choice, there would not be a one to 500 caseload. It isn't a choice that we are given. That is why we want the flexibility, so we can change that. We know it is wrong. We don't need the administration to tell us that that is not appropriate; we know it is not appropriate. We want to change it, and the current law allows us. That is what we mean by flexibility; let us design it the way we know how to do it. Don't tell us, "You can't do that; you have got to add children."

To give you a classic example, my last 2 years as Head Start director, I saw things in my teaching staff that needed some detailed, specific kinds of training to try to change, and I wrote in my budget for a curriculum specialist to do that. I was told that for 350 kids, you don't need a curriculum specialist. Now, that is what I mean about local flexibility. I knew what was needed in my program, and I had budgeted to be able to do that, but yet I was told, "You can't do that." There was no basis for it. There is no law right now that says for "x" number of children, you need "x" number of staff, or you can't have it. This happens all the time.

There is a whole region fighting now, Region 8, because they have a very, very low cost per child. They can barely maintain their facilities, utility costs, and just regular, day-to-day costs, because their cost per child is so low. So they did not want to add children this year. They wanted to do things in their program to generate more dollars to do some of the necessary services. They are in a battle right now, back and forth with their regional office over this very issue. That is the kind of flexibility issue we are talking about.

Senator DODD. Lee?

Ms. SCHORR. If I could just add one word on the accountability question, I think one of the things that is on the horizon is that we are going to enhance our ability to achieve accountability through outcomes. As we get better and better at defining what it means to have kids reach school ready to succeed at school, I think we will be able to shift more and more of the accountability to making sure that Head Start programs are achieving that goal as opposed to using certain kinds of inputs to get at that goal. So as we get better at defining and measuring those outcomes, I think it will be easier to maintain accountability without the micro-management.

Ms. GREENE. I think you could also refer to the Head Start Silver Ribbon Panel report in 1990. The social services, health services, parent involvement task forces that were 41 years ago all pointed out these deficiencies. The need to change the staffing structure, the training, and all the issues we are talking about here have been pointed out for years.

It is not a regulation issue. It is a focus of the administration, and I tell you, it can change.

Senator DODD. Let me jump to the Johnson and Johnson program, and again, my sense is that everyone is tremendously grateful for the involvement of Johnson and Johnson and what they are doing.

It seems to me you could have probably picked a number of different things that a private corporation taking a look at Head Start might have offered its assistance on, and yet you chose managerial questions. One, I'd like to know why you chose that particular one—not that I am critical of it; I am just curious as to how you made that choice. And then, I think the mentoring idea is terrific. I don't know how much time you get to do it, or what sort of support, for instance, Marilyn or Ms. Doerr would get, with everything else they have to do, to go out and be mentors in other places, but I think it is still very commendable to try and support that.

Then, third, I wonder if you might comment—and I may not have been articulating it very well—but you heard Delores Baynes, who happens to be in a community where there is a very fine higher education institution literally up the street from where she is—in fact, there are two of them; the University of Connecticut is about 5 miles up the road—but I wonder if you might comment on whether or not what is being done at UCLA could be done and supported at other university systems. Perhaps it would support some sort of a core curriculum that would allow for what I think Marilyn talked about—instead of taking one pill, as she described it, where you get a terrific 2 weeks, and then like all of us, a few years later, there are new problems that emerge, and you wish you could go back and talk to somebody about this new problem that has emerged.

Could you just share with us some of the general thoughts you might have on those issues.

Mr. WEEDEN. Let me quickly respond to the three points. First, why management. I think we had the benefit of experience before coming into Head Start with a program we have run in the health care field for about 14 years now with the Wharton School, dealing with management education for senior nurse executives and chief executive officers in hospitals. And we really learned how to do management education. That is not in any way chest-beating, but it is just a concept that we evolved over time. And we found that effective management can yield really significant, almost wholesale changes, if it is done properly, and—to your latter point—if it is followed up and not left on the table and walked away from.

So we applied many of those concepts in the development of the Head Start program at UCLA. I might point out, by the way, the Anderson Graduate School at UCLA was selected after a lengthy investigation of many, many schools and was chosen because it has a management program that is very close to the ground, that deals with local and small business entrepreneurs and small nonprofit entrepreneurs, and it was used to be able to convert many of those teaching techniques to the Head Start population, and I think every effectively. So that is management.

No. 2, the mentor concept. Yes, you are absolutely right that the people that you have seen here today, like Anne and Marilyn, are

overwhelmed in many respects with their own responsibilities. On the other hand, when they signed up to go to the Head Start program at UCLA, they agreed that they would take time when they came back to provide this ripple effect to other needful organizations.

We conceived the program, which is still very much in the talking stage, to work this way. They would be diagnosticians, using their UCLA training to find out what the problem is in a targeted Head Start program which clearly has not met the hurdle for quality. They would basically contact UCLA, which would have center set up to assemble and to use, for lack of a better word, a SWAT team that in effect would fly into that community, provide the remedial kinds of support that would be necessary to solve that problem, and then leave.

Marilyn or Anne then would come back on the scene and provide the kind of oversight to make sure that whatever was left on the ground there was placed into an action plan and put into place. That is the concept in a very skeletal way.

One of the things that we have learned is that there are some absolutely fantastic people out there, running these Head Start programs. We don't have to look too far to see some of them today. They are talented, they are willing, and they have the capability to really self-assess and self-correct a lot of those quality concerns that we have been talking about.

Finally, the "one pill" concept that Anne mentioned. One of the things that we desperately do not want to do is to run a program that is a drop-and-run approach, where we give them 2 weeks, and so long. What we want to do is to have a year-around experience where the folks that we support at UCLA are there to help by phone, by onsite consultation if necessary, and by bringing together a network of other people who have been through this program who are there any time, day or night, to help you out.

Senator DODD. What about the other universities? You've cited one.

Mr. WEEDEN. Sorry, I missed that one. In fact, there is some good news on that front. We are encouraging it—that's the answer to the question. But there does seem to be some interest on the part of the University of Virginia to take on a really statewide responsibility for this kind of training. There is one private foundation named at the moment that has an interest in looking at replicating some of the training on a smaller scale, a regional-State basis. So I think you are going to see some of that probably within the next 12 months.

Senator DODD. That's good to hear.

Ed, what is your sense of this management effort?

Mr. ZIGLER. I think you have the right idea, and I think it should be picked up, Senator Dodd. I have nothing but the highest regard for the Johnson and Johnson program. I am very close to the people who run it at UCLA. It is wonderful, and they should be commended for mounting it.

There are three things wrong with it. First of all, they serve too few people. Second, the selection process to get into the UCLA program almost guarantees that the very best people get it, so that

people who need it the most probably can't get by the selection process.

Finally, I am not enamored with the mentoring concept. One of the things that has happened over the years with Head Start, this wonderful program, is that we keep wanting people in this program to do more and more and more and more. Sure, to get that wonderful UCLA program, I promise I'll work until midnight. But the fact is there are only so many hours in the day.

I think that what was implicit in your questions and your earlier comments, Senator Dodd, is the way to go. The fact that we needed a Johnson and Johnson program in the 1990's, after 28 years of Head Start, again shows you the vacuum of quality and leadership that we have had in that program for a good number of years. The fact of the matter is we should have this kind of management training built into the infrastructure of Head Start. In the early days, we used to do this kind of technical assistance nationwide, with networks of universities and colleges. What you have suggested makes a great deal of sense to me. We need this kind of training. Let us take the Johnson and Johnson model. It is magnificent. Let us put that into place in Connecticut and every other State, so that all of these 1,400 directors and more could benefit from that training.

My position is that it has to be built into the infrastructure. What we need the Johnson and Johnson people to do at this point in time is what they have already done, which is develop an absolutely wonderful model. Now let's build it into the everyday infrastructure so that it is simply a part of things, and when you get this kind of training, that doesn't mean you then have to become the trainer of 35 other people.

Senator DODD. I agree. Curt, do you want to comment?

Mr. WEEDEN. I understand Ed's point of view. We also, unfortunately, see the reality of how difficult it has been to replicate this concept beyond where we are. The infrastructure issue is not even debateable. I think one of the things we would love to see—I think we always like to see a public-private partnership built into Head Start because it is a wonderful program that can get value from corporate involvement—and not just Johnson and Johnson; our dream is to have every corporation eventually own a piece of this.

And I think in the end, the objective that Ed has laid out are absolutely legitimate. We do involve too few people. Our recommendation is that UCLA should double its programming next year, but that is only 80 people a year, and it's going to take a long time to get to those 1,400 grantees.

We do deliberately pick the very, very high end. The people who went through this program are the epitome of what we are looking at in Head Start, but they are selected because they exhibit what we consider change agent capabilities. They are the ones who can go back, and have pledged to do so, to make some meaningful adjustments in the Head Start system.

As to time, we are trying to come up with a concept and plan that would minimize the amount of time that this fellow, this graduate, would have to spend dealing with one of his or her assigned Head Start programs that are lacking quality standards.

I think that Ed has raised, however, a very good point, and again, fortunately for us in this hearing, we are at the talking stage. There is possibly a blend here of ways to have us and the Bureau of Head Start work to leverage the resource that we have in front of us over the next year. So I appreciate his comments, and we'll listen to him very carefully.

Senator DODD. That's a good point. Also, on the point about who gets in, this is not unique, and I see it all the time. First of all, it takes some initiative on the part of an individual to want to be part of that. That excludes a bunch of people who may not have the initiative. And then, again, you have limited resources, and you want it to work, and obviously, you have got to go back and explain to a corporation, a private entity, a board of directors and shareholders and others what you are doing here and how it is working in order to get support for the next year, I suppose. So you almost have to have a self-fulfilling prophecy. If you came back and said, "Look, the people we chose have all dropped out of Head Start. They came out, and they had no interest in this, and they didn't really want to be there," people will start asking what are we doing this for. So you've got to consider that side of this thing as well as the critical problem.

Finally—and literally, I could stay here with you all afternoon, but this is unfair; I have already kept you here 3 hours, but you know so much about this stuff—

Ms. SCHORR. If you stay all afternoon, Senator, you won't get your report in the middle of October. [Laughter.]

Senator DODD. I know; I specifically looked at the members of the advisory committee when I said that, and I saw your eyebrows go all the way up to the top of your head on that.

Ed, let me ask you about the monitoring issue, the Federal presence, and you have heard me raise it before. What does that mean? Put some flesh on that for me. How does that work, or how would you envision something like that to work?

Mr. ZIGLER. First of all, you have to start with something. I mean, maybe we ought to get the outcomes, but I would be satisfied if we made sure every child in Head Start got his immunizations, that the staff ratios were good, solid ones, and that they were fulfilled. Monitoring is not a very complicated process. It is really a three-level process.

First of all, there is the national office. That is one of the problems, Senator, very frankly. Over 12 years, that office has been graded back, very good people have been driven off, there is a morale problem, which we hope can be corrected. One of the problems is management at the national level. Back in my day, we could have that collegial relationship because the regional heads of Head Start met with me and my Head Start director, so we were all engaged in a common enterprise. Today, there is now an assistant secretary between ACYF and the Secretary, and believe it or not, the regional heads of Head Start do not answer to the Head Start director anymore; they now go around ACYF and answer to the assistant secretary.

Senator DODD. Let me interrupt you right there. In the preparation of this report, I hope you are going to make some recommendations to us up here about how you would restructure, if in fact you

believe that is valid. I would very much welcome any ideas you have on restructuring of the present structure over here. I would very much welcome that advice.

Mr. ZIGLER. You are faced with a conundrum, and the President of the United States is faced with a conundrum, Senator, and we might as well face up to it.

We have a President who has promised to cut down the governmental bureaucracy by 14 percent. We have a Head Start program that the Congress and the President want to expand and at the same time improve the quality. You don't have to be a rocket scientist or a Yale professor, or even a Harvard professor, to realize that you can't get there from here.

The fact is the national office has been decimated, the regional office has been decimated, and in addition, a whole technical assistance network that the regional office used to use to go in and help particular centers—we have many centers that know they aren't doing a good job; they will call the regional office, and the regional office says, "We don't have any staff." So until we really populate the system in a way to do the monitoring—and it isn't just monitoring; it is support, back to the collegial idea—we are here to help you run a good program, which most Head Start people want to do—until that is done—but you will never do that without enough money and without enough staff.

Senator DODD. Well, I have forgotten whether that was part of the mandate to look at the structures, but if it was, let me add that addendum, and I'll give you another week and make it the end of October.

Ms. SCHORR. One of the subcommittees of the advisory committee is a subcommittee on management, which is discussing precisely this issue.

Senator DODD. Good, great.

Well, I thank all of you. Obviously, this is not the end of this. I am going to have you back, and we are going to stay in touch if we get the report this fall. I saw some appreciation and acknowledgment of what I meant on timing, and I don't want you to rush anything, but I just know that when I get things and then how I can respond to them, knowing how the calendar works around here. We'll be in an election year for a third of this place and all of the House, and that shrinks the calendar considerably. Just 4 or 5 weeks can make the difference in an entire Congress in responding to something. The implications exponentially are affected. So I would urge you to get that to us as soon as you can.

And again, I don't believe I have any written questions myself, but other members may have. We'll stay on top of this, and I appreciate your comments. It is very important that we address the concerns that have been raised here. This is a wonderful opportunity and ought to be seen by everybody involved in this as an opportunity.

I have heard from some who see this as some sort of a threat, and it is not a threat. It is an opportunity, and that is how I view it. So I welcome the challenge here, and I have some excellent allies, many of whom are in this room today, to help us get it right, and I appreciate that immensely.

I apologize for my colleagues being unable to attend. I can't tell you how disappointed Senator Kennedy and Senator Kassebaum are, but fate has it that they are wrestling on the floor with the national service bill, so they regret deeply not being able to be here. But we have some other hearings coming along, and we will clearly be deeply involved in this whole debate and discussion.

So I again thank all of you, as well as the other members who were here this morning, for your presence.

This subcommittee will stand adjourned until further call of the chair.

[Whereupon, at 1:30 p.m., the subcommittee was adjourned.]

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